




3 1761 12059675 4

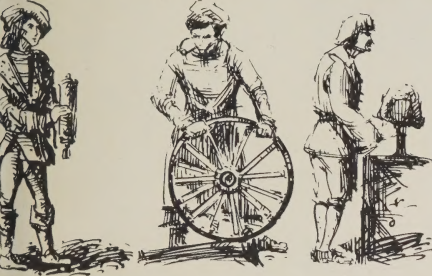




Digitized by the Internet Archive  
in 2024 with funding from  
University of Toronto

<https://archive.org/details/31761120596754>





Volume 1, Number 1

# NEWS FROM THE ONTARIO DEPARTMENT OF LABOUR

TASK  
181



IN THIS ISSUE

## ON-THE-JOB-TRAINING

by way OF ROPE, CHAIR, POMA and T-BAR  
A FIVE HUNDRED YEAR OLD SYSTEM  
STATISTICS IN CONCILIATION  
THE MINIMUM WAGE ACT  
THE FEMININE FORCE  
TOWARD THE SHORTER WORK WEEK  
EFFICIENCY through SAFETY

CA2 ON  
L  
T10



## by way OF ROPE, CHAIR, POMA and T-BAR



### NEW SKI LIFT REGULATIONS FOR 300,000 SKIERS

Ski-ing, one of the fastest growing sports in the country, owes a large part of its popularity to the fact that while it is fun to go down hill, the advent of modern lift devices makes it easy to go up again. It is probable that if all of the 300,000 skiers in the Province were required to climb the hills they descend so gracefully, ski-ing might rank in popularity somewhere between Mah-jongg tournaments and water polo.

Lifts, however, do exist in many novel forms that ascend from the elementary rope lift to the more sophisticated suspended chair lifts. As ingenious as some of these devices are, they also are potentially dangerous since they propel people at speeds that they cannot control themselves and also rely on skiers to exercise a reasonable measure of common sense.

In the past, skier inattention and momentary lack of co-ordination have nearly resulted in several serious accidents. It is conceivable that without adequate safety regulations for lifts and ski equip-

ment some innocent may hurtle up and over the hill, or find himself impaled by a runaway ski. Recognizing this, and a host of other potentially dangerous situations associated with skier lifting, the Elevator Inspection Branch of the Department began formulating regulations under the Elevators and Lifts act to provide optimum safety for skiers and protection for ski area operators.

Expert groups, consisting of ski area operators, ski lift manufacturers and the Ski Patrol, aided in the drafting of a comprehensive set of regulations that specify the areas of motive power, method of lift, rate of ascent, maintenance of specified safety devices and adequate marking of lift devices. Unique in the regulations are several areas that pertain directly to the skier. Skiers are required to use safety straps on automatic release harnesses so that the ski cannot become free and endanger other persons, and are forbidden to pass under or near a lift in a manner which could cause injury to the skier or any person.

Under the Elevator and Lifts Act it is possible that any skier who fails to comply and does cause injury would be liable to conviction and a maximum \$1,000 fine.

The regulations introduced early in November 1965 will be enforced by the Elevator Inspection Branch of the Department, under the direction of Chief Inspector F. W. Ehmke and his staff, who, during the ski-ing season will inspect more than 290 lifts and rope tows in the Province. Inspections for the most part are conducted by more than 20 trained inspectors who visit each ski lift site while it is in full operation and as close to maximum load capacity as possible. All inspectors ride the lifts personally, overload them and attempt to ensure safeguards against the careless things that the casual week-end skier invariably does sometime during the season.

It is certain that the new regulations, when they are exercised this winter, will substantially narrow situations where a skier might be injured.

January-February 1966

#### Volume 1, Number 1

Hon. H. L. Rowntree  
Minister

J. W. Preiner  
Editor

*Issued every two months by the Ontario Department of Labour, 8 York Street, Toronto and authorized as second class mail by the Post Office Department, Ottawa and for payment of postage in cash. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor.*





In 1964 the shortage of skilled craftsmen was estimated at 20,000 workers. Last year Ontario alone had more than 35,000 jobs available for the skilled, and there were few takers.

With some remodelling part of the answer to the problem is . . .

## A FIVE HUNDRED YEAR OLD SYSTEM



those already employed. To help industry and individuals invest in their own on-the-job training, the Ontario Department of Labour now offers an extensive program of financial and technical assistance. Apprenticeship training has been broadened, new trades have been added and a wide range of short term skill development projects has also been introduced.

The program, called On the Job Training, (O.J.T.) is the product of several years of intensive research by the Ontario Labour Department.

The department in co-operation with industry and unions, began programs to provide, first—training for the young in trades that already existed, and trades that will exist in the future, and second retraining workers whose specific skills have been made obsolescent by increased mechanization.

Predictably, one of the largest problems was to design meaningful programs that not only prepared people entering the labour market for work, but would guarantee some protection from obsolescence for them. There was, it is true, an apprenticeship system which was the development of a mediaeval concept developed by the guilds of the 16th century. While the master-apprentice relationship of that day smacked of slavery it did accomplish one prime aim—the preparation of the young for the contemporary trades of butcher, wheelwright and wigmaker. Five hundred years later the basic system had changed in little but the occupations to which it now applied. In some three hundred trades the system of apprenticeship produced competent craftsmen as they were needed at the moment of training with little or no provision for automation, social change, or predictable trends in technology. The basic system however did work and significantly one major change occurred in the system. Government became involved.

In 1928 the Department of Labour

became responsible for setting standards for the Apprenticeship Act passed that year. Government for the first time became directly involved in the trades vocations of the young and began a simple formal registration program for apprenticeship. Considering the events of the last 30 years in relation to the radical changes in the nature of labour and technology, the results were much like slapping a bandaid over arterial bleeding.

In Ontario, industrial growth had far outstripped the available supply of technicians and technologists. The Province had a large unskilled working and non-working force that were potentially trainable to fill the new positions.

Even today Ontario suffers a shortage of 8,334 engineering tradesmen and 934 technologists. A breakdown of tradesman figures shows a massive shortage of 2,237 machinists and 1,132 tool and die makers. There are over 300 trades in the Province and many of them show similar parallels in labour supply and demand. This year the Ontario Department of Labour began promotion of a new On-the-Job training Program to industry, to re-educate workers and to move the young through an educational stream of basic academic courses to a technical grounding which would prepare them for jobs that existed now or would exist in the future. Under the scheme training packages are being made available in basic industries. These demand training in not only mechanical and manipulative skills but in the theories of the technical functions so that people can be more easily retrained as new industrial changes occur. This alliance with industry in anticipatory labour programming has produced remarkable training techniques. One of them is the plan formed with the Northern Electric Company in Bramalea, Ontario, which has begun a programmed learning system for apprentices, coupled with short-term skill training programs to form a pool of skilled labour that may become a pattern for other manufacturers.

Until 1963 the apprenticeship system was probably the most dramatic example of living history in the world. No appreciable change had occurred to the system of student indenture to a journeyman, oral or written examination after a training period, and final entrance to a trade, since before the time of the Borgias.

It was not unusual just a few short years ago, for a man to spend the whole of his working life in the occupation he had been trained in as a youth. Since the last war, however, a combination of events occurred to change, not only the industrial workers, but the basic nature of work. Jobs that for the most part were simply repetitive tasks performed endlessly were assigned to recently designed machines.

Coupled with the advent of automation were new industrial manufacturing techniques and materials. These developments compounded an already ticklish problem. Ontario's economy expanded at a faster and faster rate. Employment attained record high levels and the proportion of the work force without jobs was the lowest it had been in years. There was naturally an increasing demand for skilled workers which exceeded the supply in dozens of trades and occupations. At this moment a "skill gap" exists with more than 35,000 jobs looking for skilled workers in Ontario.

Until recently most employers were able to fill their needs from an inventory of skills created by others but lacking the constant addition of trained workers this skill inventory is now far below the required level. In the long run the answer lies in preparing young people for the labour market and upgrading skills of



The new On the Job Training plan (O.J.T.) is composed of two parts. The first is an up-dated version of the basic apprenticeship program designed to produce craftsmen for trades or occupations that have high educational entrance requirements and take from two to five years to learn. Under O.J.T., the apprentice is hired under an indenture agreement. While working, he follows a course developed by the Ontario Department of Labour, in close co-operation with management, labour and the Department of Education.

He is paid by his employer at special rates. "He earns while he learns." From time to time he attends classroom sessions in a Provincial Institute of Trades to receive instruction in shop work, theory and related subjects. On the job he is supervised by a staff journeyman.

The Industrial Training Branch pays for the apprentice's tuition fees, transportation costs to and from trade school, and a subsistence allowance covering food and accommodation while he is at the school.

Short-term training is a new addition to the O.J.T. program. It provides a way to teach specific skills on the job where complete trades training is not required.

The curricula and training period depend on a company's individual needs.

Whenever possible, skills are taught on a "block-building basis" so that the trainee has the opportunity of acquiring other related skills at a later date.

For example, if we assume that a subject like mathematics may be separated into 4 parts or blocks consisting of

arithmetic, algebra, geometry and trigonometry we may then use two of the blocks to produce a tinsmith. If the tinsmith changes his vocation and wants to become an air conditioning ducting engineer he might have a prepackaged algebra course added to his training program. The Industrial Training Branch is producing these blocks so that they can assemble a training programme from a stockpile of basic segmented knowledge.

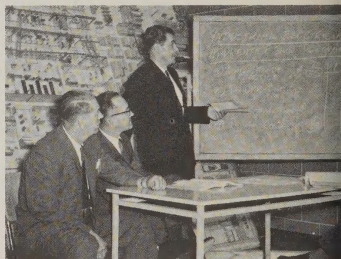
On a short-term project, financial assistance may be given to a company on the following basis:

- (a) where the industry's need is immediate.
- (b) where the training project may help a firm expand production, particularly for export.
- (c) where a training project will help employment opportunities in an industry.
- (d) where technical change is imminent and the training project will adjust staff to the change.
- (e) where labour and management have, through research, established a need.
- (f) where a firm or industry cannot afford the full cost of training, yet cannot find the skills it needs.
- (g) where new industries are being

encouraged to locate in areas that need such development.

The Ontario Department of Labour has established an Industrial Training Branch containing four new trade divisions, and curriculum and standards divisions, all staffed with training experts. These men will set up trade programs and keep them functioning smoothly to aid companies and industries.

In cities and towns across the Province, the Department maintains a staff of highly qualified Trade Counsellors. These men can discuss and determine the particular needs for apprentices or short-term trainees. Their job, too, is to help locate potential apprentices and trainees.



The Department's Labour Standards Officers meet with company officers to establish methods and periods of training necessary to produce a qualified technician.

## PROGRAMMED LEARNING AT NORTHERN ELECTRIC

Faced with the need for 4,000 skilled workers within the next 12 months, Northern Electric Co. Ltd. asked the Apprenticeship Training Branch for assistance in developing a programmed learning course for tool and die makers.

The purpose of the program was to enable qualified employees to acquire the knowledge and skill of the tool-making trade in a minimum period of time. To accomplish this the Apprenticeship Program was designed to allow the apprentice to use his own initiative and to develop his individual aptitudes to the greatest possible extent. This is the apprenticeship program that evolved.

At the start of each phase of training, the apprentice receives an outline of the work, experience and knowledge he is expected to gain and is given the opportunity to learn by doing, by asking questions, by attending classes and reading. A minimum and maximum time limit is

specified for each phase of training and at the end of the minimum time the apprentice may apply for examination. Under this system the company is certain it can produce tool and die makers in as little as 100 to 200 weeks with approximately 400 hours of related classroom training. To ensure competent machine shop training, a fulltime instructor is employed to teach shop technique on actual machines that are used for no other purpose. Exclusive of salaries, the company estimates it will cost \$32,000 a year to train the 18 tool and die-maker apprentices it now has.

Since it was unable to find prepared study booklets for the five hours of course study each trainee required per week, the company with the Department standards officers developed their own. The supervised study periods are held each morning in one of four classrooms set aside for the purpose. The company feels that the study periods motivate

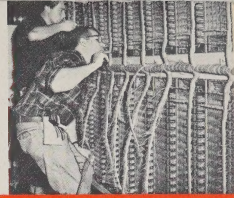
apprentices to study and progress and at the same time affords the supervisor a means of effectively controlling and directing the activities of each participant in the program.

Skill examinations are prepared to test the apprentices' trade skill on the job. These test jobs are then inspected and graded by the Tool Inspection Department to determine the degree of accuracy attained.

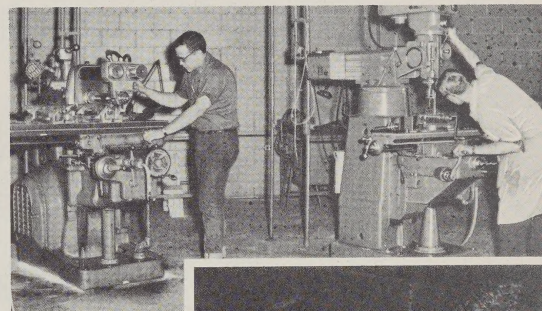
This same basic format is used in each of the seven shop activities required to produce a tool and die maker.

The key to this programmed learning is flexibility. At any time during his training an apprentice can request examination and if he passes, proceeds to the next phase of his training. The result is a learner controlled program with emphasis for advancement on the trainee with provision made for individual attributes and abilities.

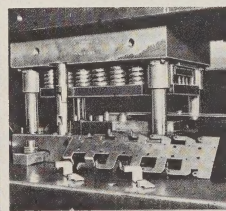
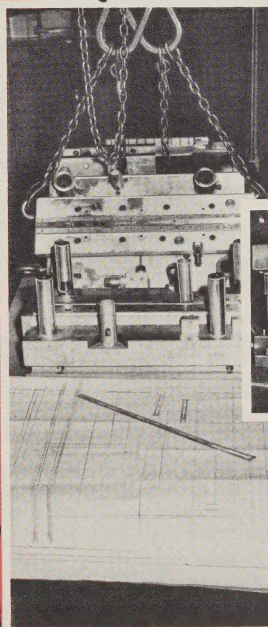




Each tool and die making apprentice spends several hundred hours on machines like these horizontal and vertical milling machines.

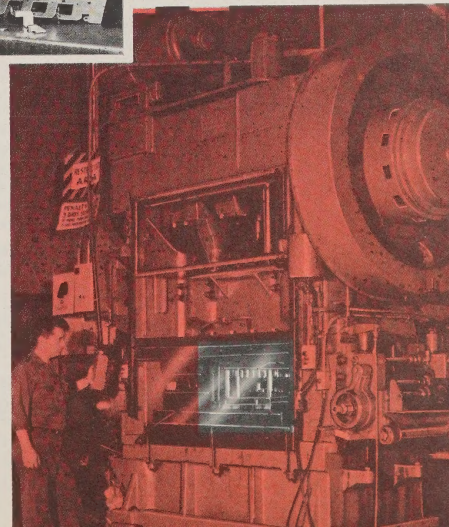


Apprentices are taught to interpret blueprints that dictate exact measurements and tolerances in the final production of the die.



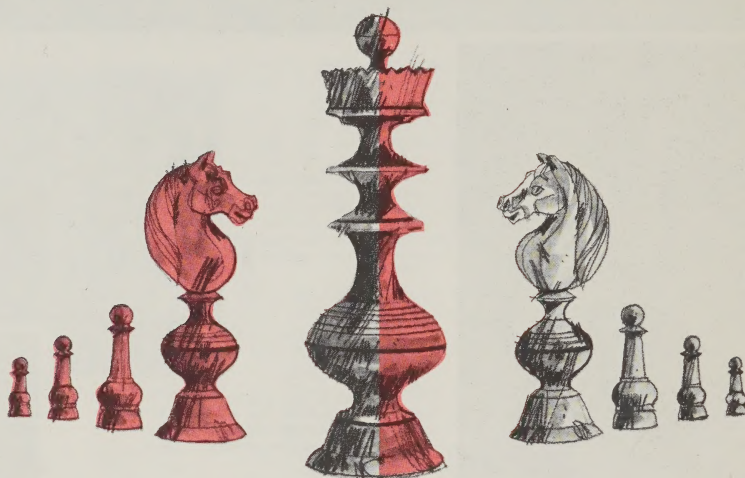
Apprentices checked their work with a vernier height gauge which measures die tolerances to one 10/1000 of an inch.

The final die is locked into a 200 ton punch press.





# STATISTICS IN CONCILIATION



*This is the first in a series of articles dealing with one of the Department of Labour's most vital functions — conciliation. With the clear brevity of statistics we can analyze the past quickly, use the facts we gain to interpret the present and, hopefully, predict future trends. Statistics and the research they involve enable us to plan. The results of that planning are evidenced in the new programmes we are continually developing for the working majority.*

Since 1944 Ontario's labour relations legislation has required parties who are negotiating a collective agreement to use government conciliation services before they resort to a strike or lock-out. The service is carried out in two stages.

In the first, a conciliation officer, who is a government employee, is appointed to assist in the settlement of labour disputes. Generally, he performs his duties by getting to know the problems of the case and, through discussions and other means, helping the parties to find acceptable terms of settlement.

These are the ways in which disputes are disposed of in this first stage of conciliation:

- (i) The dispute is reported as "settled" when the parties assisted by the officer sign a new collective agreement.
- (ii) When the conciliation officer is unable to achieve a settlement but the dispute shows promise of agreement through further negotiations, it is referred to a conciliation board.

- (iii) There are some disputes that the officer cannot settle but in which a conciliation board would serve no useful purpose. Here, the officer recommends "No Board".
- (iv) Some disputes are reported "lapsed" by the officer usually because of decertification of the union or the company has gone out of business.

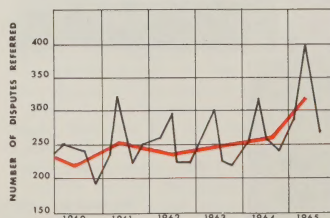
If this fails, conciliation procedure is attempted by a tripartite conciliation board consisting of a chairman and two members; one appointed by the union and one by the employer. The members are given an opportunity to select a chairman, but if they fail to do so, the choice is made by the Minister of Labour. Boards normally hold hearings at which the parties present their cases. Efforts are made to bring about agreement during these hearings, but if these efforts are unsuccessful, the board may write a report recommending terms of settlement.

The appointed conciliation board then becomes responsible for attempted settlement which may be enacted in the following ways.

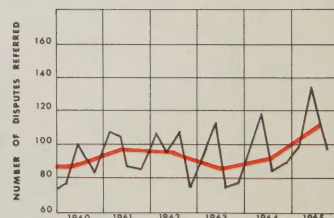
- (i) Agreement is reached by the parties without assistance of the board.
- (ii) "Settled" when agreement is reached during the board hearing.
- (iii) The board decides that agreement cannot be reached during hearings and may submit a report in which it is practice to recommend a basis of settlement.
- (iv) Some disputes are reported as "lapsed" by boards because of decertification of the union or the company going out of business.

The volume of conciliation activity during the past six years is shown by quarterly data in charts A and B. Chart A gives information on disputes referred to Department conciliation officers, and

NUMBER OF DISPUTES REFERRED BY QUARTER TO CONCILIATION OFFICERS



NUMBER OF DISPUTES REFERRED BY QUARTER TO CONCILIATION BOARDS



— QUARTERLY STATISTICS  
— TREND LINE



Chart B on disputes referred to the conciliation boards. **First**, these charts demonstrate clearly sharp seasonal fluctuations in the volume of conciliation activity. **Second**, comparison of the charts indicates that disputes going to conciliation boards are a relatively stable proportion of the total handled by conciliation officers. **Third**, 1965 has been a peak year in conciliation activity.

The statistics presented below will be a continuing feature in this publication.

While most collective bargaining disputes involve only one employer, some employers bargain as a group. This is customary in such industries as construction and trucking. In this case, one officer or board will handle the dispute even though it may involve a large number of employers and formal conciliation officer appointments. This group bargaining results in the number of disputes shown in the table below always being lower than the number of employers, or conciliation officer appointments. The difference between the number of officer appointments and disputes varies from year to year depending on the number and size of the group negotiations that take place.

#### VOLUME OF CONCILIATION ACTIVITY JANUARY 1ST TO SEPTEMBER 30TH, 1964 AND 1965

(a) OFFICER STAGE	DISPUTES		EMPLOYERS*		EMPLOYEES	
	1965	1964	1965	1964	1965	1964
In Process January 1st,	154	118	166	135	18,094	10,971
Referred during period	949	822	1,330	1,067	148,043	134,605
<b>Disposition</b>						
Settled	419	376	479	431	40,875	43,038
Referred to Boards	333	296	395	352	69,783	75,286
No Board	182	118	442	265	37,317	9,196
Lapsed	10	6	10	6	966	83

This shows that during the first nine months of 1965, 1,103 collective agreement disputes were in process and involved 1,496 employers and 166,137 employees. Conciliation officers were successful in settling 419 disputes and referred 333 to conciliation boards. One hundred and eighty-two disputes were recommended for "No Board" and 10 disputes lapsed. At the end of September, 159 disputes involving 170 employers and 17,196 employees were still in process. The workload at the officer stage compared to the same period of 1964, shows an increase of 163 disputes.

#### BOARD STAGE

<b>In Process</b>						
January 1st,	88	90	101	96	16,750	11,962
Referred during period	333	296	395	352	69,783	75,286
<b>Disposition</b>						
Settled prior to hearings	20	22	23	35	3,576	2,816
Settled during hearings	114	132	144	147	17,074	23,720
Board Report	173	138	183	161	45,204	27,183
Lapsed	2	1	2	1	116	33

The Table shows conciliation boards dealt with a total of 421 disputes from January 1st to September 30th, 1965, involving 496 employers and 86,533 employees. One hundred and fourteen disputes were settled involving 144 employers and 17,074 employees. Reports were written in 173 disputes involving 45,204 employees. Twenty disputes were settled by the parties themselves before a board was fully established, and two lapsed. At the end of September, 1965, 112 disputes involving 144 employers and 20,563 employees were still in process.

\*Equals number of conciliation officer appointments.



## THE MINIMUM WAGE ACT: EFFECTIVENESS AND ENFORCEMENT

A minimum wage, is not a "fair wage", nor a "just wage" nor can it be considered a "living wage" in an economy as affluent as Ontario's.

It does however establish a floor level below which wages should not be allowed to fall and guarantees a minimum standard of basic human necessities with a minimum of government intervention. In contrast, guaranteeing a living wage requires an extended form of wage control. In our society, government functions to prevent exploitation and to create a climate conducive to the establishment and expansion of industry with the subsequent increase in employment opportunities.

In the past a minority of industrial concerns have unfortunately failed in the discharge of their responsibilities. Too often, if it were not for minimum wage regulations, wages would be much lower than is socially or economically acceptable. The main advantage in establishing these minimums is to help those who cannot protect themselves because of a lack of adequate education, ethnic or language barriers, lack of skill and dexterity, mental development, physical limitations or unfamiliarity with our social customs.

Before the introduction of the Minimum Wage Act in Ontario, an estimated 132,000 people were earning less than

\$1.00 per hour and some were receiving as little as 50c in the area excluding the Oshawa-Toronto-Hamilton region. By the 27th of December this condition will be practically eliminated when a minimum wage of \$1.00 an hour for men and women in general industry, hotels and restaurants and \$1.25 for construction workers will be in effect throughout the Province.

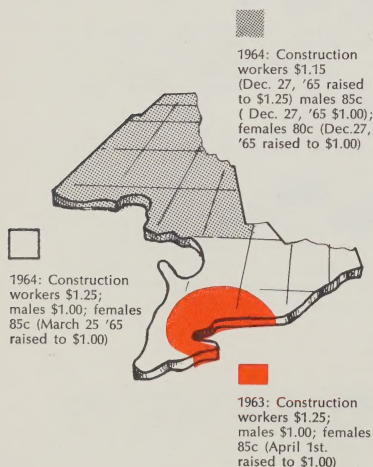
#### WAGE VARIATIONS

In a Province of Ontario's size, population concentrations and industrial differences, there are many factors contributing to variations in wages. Employers in the Province's less prosperous areas are unable to pay wages as high as those



in more favourable locations but the cost of living in these areas is generally less than in the more heavily industrialized regions. A minimum wage therefore is related to geography and local economy. For 132,000 employees the minimum rate of \$1.00 an hour meant a pay raise while for more than 2,000,000 other workers it had no direct effect.

These variations in conditions made it impossible to establish a minimum wage simultaneously throughout the Province when the Government acted in 1963 to expand the existing legislation to include male as well as female employees. The Province, therefore was divided into zones and a scheduled step by step program was introduced to reach the uniform minimum.



The program was first applied to the "Golden Horseshoe" area around Oshawa-Hamilton and Toronto in June, 1963 with a rate of \$1.25 an hour for construction workers, \$1.00 for males and 85c for females. The latter was raised to the \$1.00 rate on April 1, 1964.

In June, 1964, the program was extended to the Southern Ontario zone at the \$1.25, \$1.00 and 85c rates with the wage scale for females increased to \$1.00 by March 29 of this year. For the Northern Ontario zone, a minimum wage of \$1.15 for construction workers, 85c for males and 80c for females became law on June 29, 1964. Construction workers will be increased to \$1.25 an hour and the

others to the \$1.00 minimum on December 27th of this year.

The minimum of \$1.25 per hour for construction workers was established because of the seasonal nature of the work which usually results in fewer hours of employment.

#### EXEMPTIONS

Exempted from the Act are apprentices, certain types of salesmen, professional people, camp counsellors of children, servants in private residences, farm help, teachers, resident superintendents, janitors or caretakers of a residential building. Special provisions are made for students employed as hotel, restaurant and general workers during the school term and vacation periods.

Special provisions are also made for the employment of handicapped persons. During the last fiscal year 164 employers were granted permission by the Industry and Labour Board to pay handicapped employees a wage lower than the minimum.

It must be stressed that this lower rate is an attempt to help and is not a form of discrimination against handicapped workers as some have claimed. While many handicapped people earn well above the minimum wage, others without skills or formal training would be blocked from the labour market and the chance to rehabilitate themselves if industry were unable to provide them with employment opportunities. To encourage their employment, special wage rates may be arranged.

Now that a Province-wide uniform minimum wage is just about a reality, what has been the effectiveness of the program and how effectively is it being enforced?

Generally, there has been little resistance to the Act. There were a large number of complaints immediately after its introduction, caused mostly by a lack of information. Certain types of industry have been affected more than others and found it more difficult to meet the requirements. Others as a group lacked understanding and special efforts were required by the enforcement agency to ensure that they complied with the regulations.

#### LACK OF INFORMATION

The most serious problem has been a lack of information among the employers. Despite a great deal of publicity, some employers claim they have little or no knowledge of the Act. Small employers form the majority of this category. When larger employers encounter difficulties it is usually because of a misunderstanding or mis-interpretation of the regulations. As expected, the Department receives many requests from employers for an inspector to visit their establishment and explain the regulations.

Inspections are made on the basis of complaints from employees and by routine checks. On such a visit the inspector checks the payroll to ensure the Minimum Wage Act regulations are being followed and may also check for violations under the Hours of Work and Vacations with Pay Act, the Industrial Standards Act and the Wages Act.

When violations are discovered the inspector requests the money to cover the discrepancy, has it deposited in a minimum wage trust fund for approximately 30 days and then disbursed to the employees concerned.

The under-payment assessment for the first seven months of this year totalled \$156,000 and may go as high as \$250,000 or \$275,000 for the full year as against \$199,000 for the last fiscal year. This reflects an increased effectiveness in the enforcement of the Act: it is also partially due to the higher minimum rates throughout the Province.

From these results it is evident that the Minimum Wage Act is achieving its objectives. The incomes of approximately 132,000 people have been increased and no undue hardship has been placed on industry in the process. On the contrary, some industries have benefitted to the extent that they have been influenced to re-think management policies and practices in order to meet the minimum wage requirement. It has succeeded in bringing to a required small minority of industry the need to pay a higher wage and also reaffirmed to government, industry and labour that co-operation, not coercion, is the vehicle to achieve social justice in our society.



Ontario's 770,000 Working Women

# the FEMININE FORCE



It is obvious from the results of a display booth at the Canadian National Exhibition last August that women are very concerned with the often difficult task of matching their talents to the job and career opportunities available.

The Women's Bureau of the Department of Labour set up a display booth in which a "Job Selector" was the feature attraction. In response to queries, the Job Selector turned out over 11,000 cards containing concise, pertinent information on 100 different occupations of particular interest to women and girls.

## WHICH JOB?

The objective of the display was to help answer the gnawing question of many women "What can I do?" in the world of work. The answers seem elusive or unattainable to many women from 16 to 60 years of age. They know what they like to do but are not sure how to relate it to an occupation nor how to discover the numerous related occupations within one family of jobs. By means of the job data cards, the "Job Selector", and the interviews, the Women's Bureau achieved its purpose of trying to inform women about areas of employment and training opportunities available to them.

By far the most popular occupation requested through the "Job Selector" was School Teacher, for which there were

800 requests. The next most popular group of jobs included Nurse, Secretary, Social Worker and Stewardess. The third most popular group contained: Interior Decorator, Receptionist, Public Relations, Fashion Designer, Personnel Relations.

Of the 7,678 women and girls visiting the Women's Bureau booth, 47% were between the ages 15 and 22 years indicating a preponderance of both curiosity and earnest inquiry on the part of young women considering a first job or mapping a career. A second group identified because of their keen interest were between the ages 45 and 49 years.

## THE WOMEN'S BUREAU

Presenting the public with the facts of employment for women in Ontario is one part of the total function of the Women's Bureau. The Bureau was established in September, 1963 providing this channel of communication between the Government of Ontario and the public. It is believed that by encouraging women to improve their skills they may broaden employment opportunities from which they will derive greater benefits in terms of income and job satisfaction. By helping women to understand their rights and obligations of the labour force, the Bureau can contribute greatly to the stability and effectiveness of women who work.

To-day 770,000 women are at work in Ontario representing 31% of our total

labour force; 60% of the women are married. The trend, which continues to rise, is for mature women between the ages of 35 and 54 whose families have reached school age to re-enter the labour force, preferably on a part-time basis. Thus we find the contemporary situation to be one in which most women work for a greater portion of their lives than their mothers did.

## MARRIED WOMEN WORKING

The number of working women in Canada has been increasing steadily since 1940. The increase in married women working has been dramatic. In 1941, one married woman in twenty was working, in 1951, one married woman in ten was working, and by 1961, one married woman in five had a job. The 1964 statistics in Ontario reveal that one of every four married women is working and the Economic Council of Canada predict that 3 out of 10 married women will be working in 1970.

At least 450,000 new jobs in Canada, 180,000 of them in Ontario, will be available to women by 1970 if women just maintain their status quo participation in the labour force. Actually, the participation rate of women in the labour force is increasing while the rate for men is dropping. This is partly the result of differing employment trends in the industries in which men's and women's jobs predominate. The occupations in which so-called women's work



is concentrated are predominantly those in the service-producing industries, which include transportation, public utilities, trade and finance as well as services proper. Over the last 30 years the proportion of workers in service-producing industries has expanded from 40 to 54 per cent. All indicators outline a continuous demand for the products and services of this segment of our labour force.

What of the older women returning to work after 15-20 years absence from the labour force? Most women in this situation lack the confidence of the recent high school or college graduate and are probably least aware of the various training programmes available to update skills and the subsequent job opportunities. Guidelines for helpful programmes to assist this group of women have come

from the survey carried out by the Women's Bureau at the C.N.E. in 1964. Findings from the survey of 3,500 women indicated that women over 35 were interested in returning to work, had above average education, had previous work experience and were aware of the importance of training in enhancing their job opportunities.

#### PUBLICATIONS

To disseminate the survey results, a report "What Do Women Think About Working" has been distributed to 10,000 persons, including union members, the business and industrial community, governments, teachers and members of women's organizations. Additionally, a pamphlet entitled "How to Find the Job You Want" has been designed by the Women's Bureau and 50,000 copies distributed. A special newsletter on labour

legislation as it applies to women has also been distributed to Ontario manufacturers.

The Government of Ontario was the first to establish a Women's Bureau in its Department of Labour. The results of its work point up the many new challenges facing government, industry and the individual in the whole area of working women. Recognizing the challenges the Governments of Saskatchewan and British Columbia have also appointed divisions on the employment of women within their Departments of Labour. The Provincial bodies together with the Women's Bureau of the Federal Department of Labour maintain close liaison on activities relating to training, continuing education, family responsibilities and other topics of interest to all women.

\* \* \*



## TOWARD A SHORTER WORK WEEK

*In Canada there has been a long-run decline in the work day, work week and work year. This has been made possible by significant increases in productivity.*

#### The Trend

From 1870 to 1965 Canada has progressed from an average of about 64 hours to the present 40 hours per week. This represents in 1870 the equivalent of 11 hours a day, six days a week, to the present 8-hour day and five day week.



The decline has occurred in spurts. Rapid decline took place from about 60 hours before the turn of the century to a 54-hour average in the work week during the first two decades of this century, and then to a 40-hour in the last half.

A significant trend in the post-war period is the wider acceptance of the 40 hour week. While some workers have seen a reduction in their work week to 37½ hours, by far the larger number have seen their hours shortened to 40.

Between 1945 and 1965 average weekly hours worked by employees in manufacturing declined by four hours to slightly over 40 hours at present. However, the growth in part time employment, change in labour force composition, especially increase in the proportion of women, and a decline in agriculture and in non-agricultural self employment, where hours are typically long, has exaggerated the average trend toward a shorter work week.

In Ontario, in October, 1965, 19 per cent of the employed labour force worked over 44 hours per week. Many of these were in agriculture or in self employment. Wage earners and salaried employees on the payrolls of establishments not employed in agricultural industries worked a shorter work week. In October 1965, 282,000 or 13 per cent of this group worked over 44 hours. Those figures represent hours actually worked and include those working overtime, those holding more than one job, and those normally working a 44-hour or more standard work week.

#### Factors affecting the shorter work week

During the nineteenth century and early part of the twentieth, the shorter work week was promoted by widespread concern for the health and welfare of the workers, particularly women and children subjected to physically exhausting long hours. This concern was reflected in Ontario by the passage in 1884 of The Factory, Shop and Office Building Act, limiting the working time of women, young girls, and youths to ten hours a day, and sixty hours a week.

Another prime motivating force at the time was trade unions; in fact, the chief

rallying point of early union movement in Canada was around hours of work.

As general incomes rose above the subsistence level and standards of living increased, the workers' desire for more leisure became apparent.

Shorter hours became possible due to rising productivity gains, with no decrease in real income. Without rising productivity it was not possible to move toward a shorter work week without reducing output. However, rising output per worker has been the significant factor to support expanding population at a higher level of living with fewer hours of work.

Another factor which has led to a reduction in the work week has been the share-the-work philosophy. This argument was particularly dominant during the depression of the thirties. While it did not create additional jobs, it delayed to some extent the unemployment of some already working.

Significant pressure developed in the post-war period to reduce hours of work. To a large extent this was due to the union movement in a time of low unemployment. The Ontario Government anticipated this trend in 1944 by passing "The Hours of Work and Vacation with Pay Act". This limited hours of work to eight per day and 48 per week.

More recently, the usefulness of reducing hours of work to combat unemployment has received much attention. Those in favour put forward the work-spreading effect of shortening hours in answer to the problem of automation and unemployment.

However, not all are in agreement with this last argument and claim that a cut in hours of work would not reduce unemployment, as it assumes a degree of occupational and geographical mobility in the labour force that experience shows does not exist. People who are unemployed frequently do not have the skills or ability to take the jobs that may become available, and may not be in the same location.

These arguments have a bearing on the present situation in Ontario, where unemployment has been low for several years and stood at 1.4% in October, 1965. This has produced a serious labour shortage in many skills which has been partly alleviated by longer hours.

#### The Outlook

The desire for leisure accounts for a major reason for past declines in the work week and will still be a factor in the future. Rising income has meant that people can increasingly afford more leisure. It is not clear, however, whether people will choose additional leisure instead of more income.

Chancellor Clark Kerr of the University of California has looked into this question and made a statement that probably applies to the situation in Ontario as well as to the United States. He said:

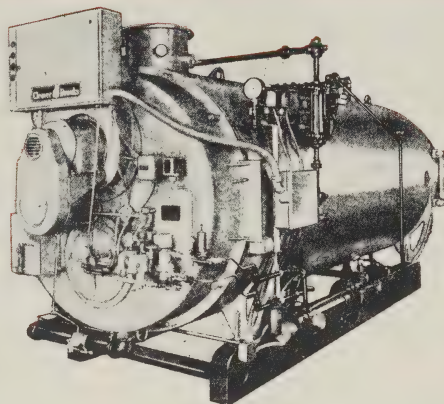
"it is fairly common to assume that the division between increased income and increased leisure is about half-and-half. This was the apparent rate of sharing in the United States over the past century. This seems to me to be too high a share for leisure looking ahead for the next ten or 15 years in the United States. First, the ratio has been shifting in favour of income in more recent times: it was 60 per cent for income and 40 per cent for leisure for the period 1920 to 1950. It seems likely this shift will continue, for the desire for added income is probably more insatiable than for added leisure. At some point (and one with many fewer working hours per year than now), the share for income will approach 100 per cent."

Furthermore, as hours are reduced, there is a tendency for more people to become dual job-holders. A survey in Canada in 1961 showed that multiple job holders accounted for 2.6 per cent of the total employed. In the United States where standard hours of work are shorter than they are in this country, dual job-holding has risen to more than 5 per cent of the labour force.

Other factors will affect future trends in the work week. Technological advances may support the trend toward a shorter work week. Moreover, the increasing practice of granting longer vacation and holidays with pay, as well as paid sick leave, seems likely to reduce average hours actually worked still further. Thus, whether or not the scheduled work week decreases further, a number of factors are present which will tend to lower the average number of hours actually worked per day and per year.



## operating engineers board of review



The Operating Engineers Board of Review met in Toronto on October 27th for the first time.

Concerned with industrial safety, their immediate task is to come up with recommendations under the new Operating Engineers Act 1965 which will reflect the use of modern operating procedures and equipment. Their recommendations will form the basis for regulations under the Act.

The board is comprised of three representatives of plant users, three operating engineer representatives and a chairman appointed by the Department.

This tripartite approach is a development of a relatively simple idea whereby the people who are most concerned with new regulations determine in concert what is best for their industry and the public. This method is applied as well to conciliation procedure and is the basis for provincial advisory committees in other industries.

Board chairman is Dr. G. Ross Lord, P.Eng., Head of the Department of Mechanical Engineering, University of Toronto, who was chosen from among several well qualified candidates recommended by the Minister's advisory committee. Members of the board selected to represent plant users are: D. E. Camack, P.Eng., of Imperial Oil Limited, Sarnia; M. E. Young of International Nickel Company of Canada Limited,

Copper Cliff and H. G. Facey, P.Eng., Board of Education, Toronto. Representatives appointed from those nominated by the operating engineers are: James A. Gray of the Canadian Union of Operating Engineers, Toronto; John H. Parker of the International Union of Operating Engineers, Toronto and George W. Smith of the Institute of Power Engineers, Hamilton.

The Act itself is greatly changed. It establishes a new method of rating boilers, compressors, refrigeration equipment and other related plants. The old horsepower basis of rating was replaced by a therm-hour rating because the former is not a sufficiently accurate gauge of either power output or intrinsic hazards in the operation of plants.

To effect a satisfactory transition to this more realistic system of control of plant operation the new Act establishes the formulae for translating horsepower ratings of existing plants into therm-hours.

This does not change existing operating arrangements or the classes of operating engineers required. However, when an existing installation is altered or a new installation is put into operation, the operating arrangement may be less stringent.

The new Act also more clearly defines the types of plants and classes of operating engineers and operators required to operate them.

The new regulations are being prepared in accordance with the Act and will contain detailed operating requirements. To ensure their conformity to modern equipment and operating procedures is the major task of the board.

Its members will be concerned with such problems as: alterations of minimum plant capacity limits; qualifications for the various classes of operating engineers; the exemption of some equipment from the provisions of the Act; approval and use of automatic equipment; terms and conditions of operation of special types of equipment, or equipment in special situations; and provisions for realistic periods of absence.

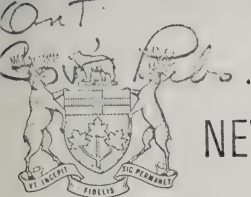
Matters relevant to the training and employment of operating engineers and operators will also be studied in order to develop definite courses of study which will qualify operators to deal with present and future technological advancement.

The board's recommendations will be forwarded to the Minister for his consideration. Following his approval they will be incorporated into the regulations which are then submitted to the Lieutenant Governor in Council (Cabinet). After being passed by the Council the regulations are filed with the Registrar of Regulations and published in the Labour Gazette.

When the regulations are completed the Operating Engineers Act will be proclaimed as law. The board is meeting on a regular basis to complete its recommendations so that this may be accomplished at the earliest possible date.

Through the board of review, both operating engineers and plant users are participating in decisions concerning the act, the regulations, the training program and other related matters. This is labour management co-operation in its most concrete form—and in a form that gives promise of fostering harmony and progress to the positive advantage, not only of the parties directly involved, but also of the public, whose safety is the key consideration in this whole field.



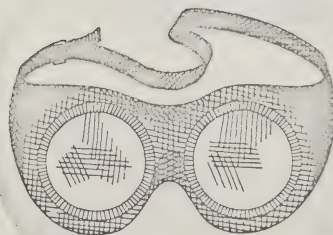
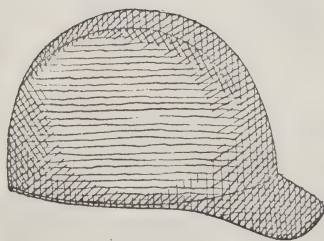


VOLUME 1, NUMBER 2

# NEWS FROM THE ONTARIO DEPARTMENT OF LABOUR

The Librarian  
Legislative Library of Ont  
Toronto, Ont. 15

LEGISLATIVE LIBRARY OF ONTARIO  
MAY 20 1968  
RECEIVED



In This Issue  
**INDUSTRIAL  
& CONSTRUCTION  
SAFETY**

The Office of  
The Athletics Commissioner  
The Case of Antislavery  
Handicapped Workers  
and the Minimum Wage Act  
Conciliation & Labour  
Relations Statistics  
A View from  
the House







# CONSTRUCTION & INDUSTRIAL SAFETY IN ONTARIO

It is one of the curious marks of our time that human life is now regarded as our most precious resource, and yet in many respects, it is still squandered by some industries and workers.

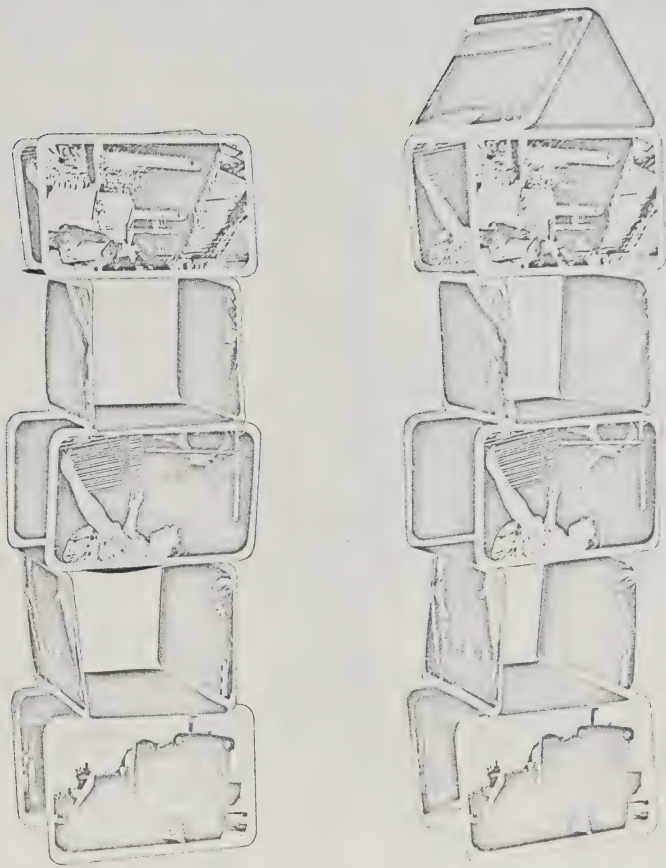
Since the inception of the Ontario Department of Labour, the major portion of its legislation which was introduced, has been concerned with developing new practices and techniques for the safety of the general public and the Province's two and a half million workers. This legislation is constantly researched and revised to meet the new demands of industry, changing social conditions and accelerated technological change. Especially over the last four years, safety legislation in Ontario has been strengthened, as have the Safety Branches of the Department to the point that inspection capacity has increased by 100 per cent, the total staff of these branches increased by 100 per cent, and the Budget expenditure upped from \$120,000 to over two million dollars. At the same time, the nature and the degree of severity of accidents has changed radically. While there may be many reasons for this, two primary causes stand out. First, the apparent effect of worker safety education by Government, Provincial Associations and employers. Second, accidents that at one time terminated in death, now result in minimal work interruption. The scratched arm that became gangrenous and eventually caused death, is now injected, bound and becomes a brief inconvenience to the employee and his employer. However, as we accelerate and expand technically in the industrial and construction trades, the potential for accident incident is multiplied.

A brief examination of the safety and technical services provided by the Safety Branches of the Department, that are listed at the end of this article, would make it seem unlikely that accidents could occur at all. The personnel staffing these branches are intelligent, technically capable people who are dedicated to the elimination of accidents and their cause. Why then do accidents occur? Truisms, while usually trite, have the saving grace of always being true — "Accidents don't just happen, they are caused". Nowhere is this statement more valid than in the mishaps that occur in the industrial and construction trades.

Few accidents are more dramatic or cause more comment than those that end in death, and yet for every fatal accident, there are many of lesser industrial severity that cripple, maim, or disfigure in spite of continuous supervision, stringent regulations and severe penalties.

Last year alone the Workmen's Compensation Board reported 344,537 accidents.

The specific acts that spark accidents are as varied and as random as grains of sand on a beach. However, it is clear that in each case of a severe or fatal accident, an almost complete accident structure has existed for some time, and needed only an incident created by one of the participants to unwittingly trigger the sequence into a fatal conclusion. A simple analogy would be the case of the many motorists, who in the course of a year, drive automobiles in which the brakes have become "mushy," steering assembly loose, with the deteriorating conditions largely ignored until an unusual circumstance concludes in an accident. It should be noted that two things occur in this situation that also happen in industry. First, a decision to ignore a potentially dangerous situation, and second, the failure of







quipment. Faulty workmanship, inadequate tools and slovenly attitudes combine in industry to form much the same type of accident structure. Since the sequence is complete and triggered, the results are always uncontrollable, and in the ultimate, terminate violently and occasionally, fatally. Examine this specific example which is atypical of construction accidents:

Last year, a workman was killed by a crane-operated bucket that was dropping a load into a truck. The bucket struck the truck, and shaken loose from its hook, fell onto the workman. At first glance, it was a spontaneous accident that occurred when the wind caught the bucket and caused the operator to swing it against the truck. At the inquest it became clear that the fatality would not have occurred had the safety hook that was prescribed by law, been substituted for the one used. It was also clear that four people had noted the unsafe hook, and had done nothing about it during that three week period. This example is by no means unique.

In an examination of the Department's investigation of severe accidents, it is apparent that the incidence of spontaneous accident is notably outweighed by the type of accident noted above. Freak happenstance is rarely the true cause.

It seems that from the continual performance of unsafe acts and familiarity with dangerous work sites, comes a resigned acceptance by workers and supervisors of the inevitability of accidents. Coupled with this kismet attitude is the average workman's belief that accidents always happen to someone else.

There are several alternate methods for apparently reducing accidents. One approach suggests maximum inspection, more significant fines for infractions and safety inspectors provided legislatively with complete authority to order the cessation of unsafe operations. There are two primary difficulties in exercising these proposals in a technically accelerating society. It is futile to impose restrictions on worker activity with regulations that must be followed blindly simply because the rate of technological change does not allow the establishment of permanent rigid and workable formulae

that can be safely followed without an understanding of the reasons for their need. Then, too, legislation generally concerns itself with reasonable minimum operating standards that can be applied effectively to a broad strata of the industry for which it was designed. Also, legislation is "ad hoc" by its very nature and rarely covers the myriad of unsafe conditions that may emerge simultaneously with the advent of new processes. Laws and excessive enforcement do not in themselves solve safety problems. They do limit the immediate effect of bad practices and punish the unconcerned minority who cause accidents.

Education of employees in the application of safe practices then, would seem to be the first logical step in the restriction of work accidents.

The most effective formula to date has been an active tripartite approach to safety by the Department with active education of the prime accident participants, a mature restraint of potentially dangerous situations, and timely practical legislation. As an aid to ensuring the recognition by employers and employees of Safety legislation, the following method is used:

As new or updated safety legislation is brought forward, it is widely publicized by the Department through the usual public media, newspapers, radio and television. At the same time, information releases are distributed to associations, unions and publications that serve the groups affected. The printed Act is also widely distributed for posting in plants or on job sites.

The Accident Prevention Associations of Ontario, through the newly formed Safety Education Department of the Workmen's Compensation Board have in the past and will continue to play an increasingly important role in the dissemination of information relative to Safety Education and Accident Prevention. It should be noted that the Department of Labour and the seven Associations also exercise a continuous educational program to employers and employees throughout the province. In addition, the new On-The-Job Training programs administered by the Department include Safety Training for trainees and apprentices.



While it is true that at first glance fines levied against major companies would appear to be simply token amounts, it should be noted that the legislation prescribes a wide range of fines that can be applied to any company, and that equalization of fines between large corporations and smaller companies occurs when the safety record of the company is reviewed by the Workmen's Compensation Board who may greatly increase or double the assessment on the basis of past performance. Added to the Board's own records, the Department's records of the employer may, and has resulted in significant levies that are a real deterrent to further bad performance.

The tripartite approach used by the Ontario Department of Labour, is after three years producing significant safety programs that will, with the co-operation of employees and employers, at first reduce, and finally may eliminate some types of accidents.





While legislation has been strengthened, the Safety Branches themselves have been re-structured and expanded so that they are now a co-

ordinated but malleable group that can adapt to the new industrial climate and severely limit the effects of industrial and construction expansion.

## HERE BRIEFLY IS THE STRUCTURE OF THE DEPARTMENT'S SAFETY BRANCHES' FACILITIES

The Safety and Technical Services Division conducts four main types of activities in the development and administration of safe legislation: the study of hazards and their control; approval of designs; licensing of installations i.e. boilers and elevators; and the field enforcement of statutes and regulations. The Division in essence acts as a co-ordinating head for the activities of all of the following Branches. All five Branches are responsible to the office of the Director of Safety and Technical Services, who directs, supervises and co-ordinates their activities. The Director also furnishes liaison with the Labour Safety Council of Ontario, and other Government Departments, Commissions and Boards.

The Industrial Safety Branch is composed of two Divisions, the Safety Division, which makes inspections of industrial and commercial establishments and the Engineering Division, which examines and approves drawings of buildings and equipment to ensure that they will be safe for occupancy by employees and the general public. The Branch has 85 inspectors who made a total of 54,471 inspections, issued 29,357 directives on the guarding of machinery, ventilation, sanitation, welfare, exits, personnel protective devices and safety or health hazards. The Branch staff also approved the construction of 3,262 buildings or other projects with an estimated value of \$398,360,400.

Branch inspectors are finding it necessary to "tag out" from use increasing numbers of machines for which guards are either not provided or were provided and then removed in attempts to increase production. The number of such stop-work orders doubled from the fiscal year 1962-63 to 112 in the year 1963-64, increased another 150% to 283 in 1964-65 and an additional 10% to 310 in 1965-66. The new Industrial Safety Act, 1964 became law in 1964-65.

The Construction Safety Branch provides for the safety of workmen. (1) During the construction, alteration, repair, demolition or removal of buildings or other structures, and of streets and highways.

(2) engaged in the excavation of trenches.

(3) engaged in underground work in shafts, tunnels, caissons, coffer-dams and under compressed air when used.

The Branch's Inspection staff consists of 16 inspectors who work with the 250 municipally appointed inspectors enforcing the Construction Safety Act and the more than 1,000 enforcing the Trench Excavations Protection Act. In the last year there were 133,232 inspections of construction sites which resulted in 153 charges and 61 convictions. Stop work orders were issued in 1,800 cases where dangerous working conditions existed, and orders to correct unsafe conditions numbered 10,334. The Branch Officers instruct, advise and assist the municipally appointed inspectors, make

regular visits to each municipality to carry out joint inspections, and discuss interpretation and policy matters with local authorities. Caisson inspectors made 2,832 inspections on 362 projects that involved 177,580 linear feet (33.6 miles) of tunnelling.

The Elevator Inspection Branch enforces legislation respecting the safety of persons using elevators, escalators, dumb-waiters, ski tows, lifts and construction hoists. It is also responsible for the examination and approval of drawings and specifications for proposed new or altered installations. The Branch's 13 inspectors operate in 12 provincial districts, and last year made a total of 6,727 inspections, issued 12,041 directions for improvements or licensing and shut down 85 unsafe installations of which 33 were closed permanently. 1,370 construction hoists were examined and 3,057 directions were given for improvement or licensing.

The Board of Examiners of Operating Engineers ensures competent personnel for the safe operation of boilers and power plant equipment. The Board is composed of 4 holders of certificates of qualification as first class stationary engineers with not less than 15 years of operating experience. In the last year, the Board issued 1,020 Registration Certificates to plant owners, and 26,883 Certificates of Qualification to Operating Engineers. The Board has currently updated the "Basic Power Plant Engineering Textbook" and republished the "Operating Engineers' Handbook" which is widely distributed throughout the world to other Governments and Safety Organizations. Of the 813 violations of the Operating Engineers Act and Regulations, the majority of violators were co-operative in executing the necessary changes and 735 of these violations were corrected during the current fiscal year.

Boiler Inspection Branch inspects boilers, pressure vessels and plants, examines their drawings, inspects welding and perform other related duties. 48 inspectors last year inspected 45,319 boilers, pressure vessels and plants and 2,435 new designs were approved. Inspectors investigated 38 accidents and explosions, made suitable directions to prevent similar failures, and condemned 41 pressure vessels and 19 boilers. The Branch issued 234 Certificates of Competency to boiler inspectors of boiler insurance companies and tested the competency of 7,114 welders. In all, 19 boiler Inspection districts have been established to efficiently serve industry in all parts of Ontario.

This Branch also makes another important contribution to occupational safety. Its Board of Review consists of three representatives of operating engineers, three of plant owners, and a chairman and acts as a consultative body to the Minister of Labour on all matters of safety concerning operating engineers and plants.







## THE OFFICE OF THE AMATEURS COMMISSIONER

The Office of the Amateur Commissioner was established in 1921 initially to supervise boxing and wrestling in Ontario and to supervise the interests, safety and the operation of boxing and wrestling events on a purely professional basis. The Commissioner to date has supervised the same activities, however the emphasis has shifted from a purely regulatory function in the case of professional sports to the promotion, counselling and provision of equipment assistance to minor sports clubs throughout the Province. The Commissioner has provided and has provided until at the time of the Commissioner's Office opened more than 20 per cent of the weight of the purchase of amateur sports equipment, and has also provided that the Office has provided more than 100,000 copies of the rules of the Amateur Athletic Union, the Department of Health and the Department of Education.







stration of the Athletics Control Act was transferred to the Department of Labour in 1951.

The Athletics Commissioner's interest in amateur athletics is a conviction that an active interest in sport on the part of young people not only contributes to their physical fitness but is also a deterrent to delinquency and produces a healthier, happier citizenry.

The reason for the Commissioner's accent on minor athletics in this last context is a fairly evident one. The stress of daily living literally wears us out. While science has devised wondrous ways to keep us alive past what used to be the usual life span with bits of mould, flagons of chemicals and miscellaneous puncturings from infancy, modern society really does not give doctors much to work with except a frame slung with slack muscle and the fatty end product of rich supermarket living. If the trend to sit-down jobs and television-oriented home life continues, the shape of the future may very well be the pear unless proper exercise habits are begun at an early age. At birth we begin a relatively quick climb to a peak of physical maturity and then at approximately the age of 18, assume a usually sedentary position to begin the long slide towards old age. Athletics begun at an early age and continued on even at a decreasing scale, would promote the continuance of a sound mind in a sound body for a longer period in our lives. In the last year the Commissioner has devoted much of his time and budget to the promotion of track and field sports for junior athletic clubs since they seemed to promote all round physical activity.

It costs the average track club \$492.00 for essential equipment, and in a concentrated effort to assist track and field sports, the Commissioner has spent about \$22,000.00 in the last year — enough money to equip 44 clubs. This is only a part of the \$150,000.00 budget assigned to the Commissioner's office but it equals the amount spent on hockey, baseball and soft ball, and for this year at least exceeds team subsidies for soccer and lacrosse. The track and field expenditure has purchased such things as combination high jump and pole vault standards, cross-bars, shots, discus, javelins, starting blocks, flights and hurdles, pistols, stop watches, relay batons, hammers and battery-powered megaphones. In all, the money has been spread among a dozen new clubs and recreation groups plus about 65 established clubs. A few of the new clubs have qualified for the almost maximum \$492.00. The money has been spent in club activity from Brockville to Windsor, from Oshawa to Kapuskasing and Port Arthur, and has helped in a few instances to broaden the scope of the Royal Canadian Legion's Ontario Branch efforts in communities across the Province. The Commissioner has injected enough help into some clubs to turn them from inactive, nearly dormant groups, into active track and field clubs that perform a real service for the community's youth.

Mr. L. M. (Merv) McKenzie, the Athletic Commissioner for 12 years, spends approximately half of his time attending wrestling and boxing contests, promoters' meetings, meetings of associations and other similar organizations. The Commissioner's activities includes the control of professional bouts, the licensing of promoters' events, managers' con-

testants and referees as required under the Athletics Control Act. The balance of his time is occupied in encouraging amateur sports throughout the Province by analysing and recommending grants-in-aid for equipment to recognized leagues which last year amounted to \$150,000.00 distributed amongst 1,150 applicants. The Commissioner as well provides liaison between other groups interested in amateur sports such as the Department of Education's Community Programmes Branch, the Ontario Federation of School Athletics Association and the three Ontario Divisions of Amateur Athletics Union. It also advises local groups in matters of league organization, necessary facilities and sources of outside material assistance.

This year a large part of the Commissioner's time and money will be spent in promoting girls' sports, primarily in the areas of soft ball, field hockey and field lacrosse. The Commissioner's Office will, as well, over the next few months, conduct a survey of Indian Reservations in an attempt to promote amateur sports and expand whatever programmes now exist.





It has been said that Canada  
has no real colour problem, how-  
ever consider . . .

## THE CASE OF AMHERSTBURG

On June 1, 1962 the Ontario Human Rights Code went into effect, incorporating within one major enactment a number of separate fair practices' statutes that dated back almost twenty years. Ontario's original human rights' legislation, however, began much earlier when in 1833 the First Parliament of the Province of Upper Canada passed

"An Act to prevent the further introduction of slaves and to limit the term of enforced servitude within this Province." While the Act confirmed the ownership of slaves, it freed the children of slaves at age 25. Finally in 1833, slavery was abolished throughout the British Empire with the passing of the Imperial Parliament's Emancipation Act. This final Act encouraged an influx into Ontario in the 1850's of 40,000 negro refugees fleeing the American Slavery System along what came to be known as the "underground railroad."

One of the main terminals of this movement was Amherstburg, Ontario, situated at the mouth of the Detroit River and twenty miles from the city of Windsor. The population today is listed as 4,400 with a small negro population of some 300 people. Traditionally the town has always been considered a peaceful, picturesque place where there exists a positive healthy relationship between the white and Negro communities. However, during the week of August 8th, 1965 there occurred a series of incidents that indicated that the situation was not as exemplary as had been previously assumed.

Briefly, this is what happened that week.

Two Negro youths caused a disturbance in a model car racing establishment by beating the proprietor who had tried to eject them. They also assaulted the constable who tried to arrest them and were subsequently charged.

A Klu Klux Klan type of cross was burned at night in the town's main intersection.

The door of the Negro First Baptist Church had the message "Niggers beware — the Klan is coming" scrawled across it.

The population markers at the town's three main approaches were lettered with the phrase "Amherstburg the home of the KKK."

Threatening phone calls were received by several Negro families.

Mayor H. Murray Smith at first dubbed it "a tempest in a teapot."

George McCurdy, president of the South Essex Citizens' Advancement Association, and the acknowledged spokesman for the Negro community said, "These dastardly acts were staged as insults to the coloured community."

Police Chief George Hannah — "the trouble comes from a lot of young fellows."

When Dr. Daniel Hill, Director of the Ontario Department of Labour's Human Rights Commission arrived in Amherstburg to investigate and prepare a report for the Attorney-General's Office, the situation had hardened. The town was tense, the community leaders were no longer communicating, and the press were everywhere. Even the introduction of the Human Rights Commission as a mediating party had its bizarre element. On Dr. Hill's arrival, the news media people followed him continually in an attempt to gather fresh and hopefully, provocative information. One morning in an attempt to meet with the Mayor privately, he raced through town in a car, doubled back through back streets and finally hid in the community's graveyard until his pursuers gave up the chase.

Within the space of two short weeks a committee was formed of 3 representatives from the Town Council and 3 representatives from the Negro community to discuss the grievances of the coloured residents of Amherstburg. The committee meetings were held informally in the Amherstburg Town Hall and helped considerably in developing frank and open discussion of the communities mutual problems. The committee invited the community's businessmen, industrial leaders and clergy for a series of discussions on employment, housing, public accommodation, and law enforcement. After a series of meetings, it was determined that the underlying cause for the conflict was a basic feeling on the part of the Negro community that they were excluded from some types of employment and housing. The Commission investigation showed this to be quite true. Traditionally, Negroes had been excluded from some forms of employment. In a series of informal meetings with town businessmen, the committee obtained agreement that some of the town's employers would now hire Negro youths. It was also established that the Negro community had developed the attitude that it was useless to apply for employment in some establishments because they simply did not hire Negroes. It became clear after investigation that no member of the coloured community had made an application in some years in those establishments. The Commission's investigation further showed that the proprietor of the raceway was exercising his rights as an owner rather than expressing







his attitude towards Negroes, and that other alleged incidents of discrimination were usually no more than mistaken beliefs held both by the white and Negro communities. The incidents in Amherstburg, while certainly larger than a teapot, were a good deal smaller than the tempest they appeared to be. However, the incidents described did help to bring to light a series of hazy misunderstandings and vague resentments, and ultimately lead to their resolution.

Amherstburg is by no means unique. There are potentially several other communities in Ontario with the same prospect for misunderstanding and perhaps violence. The Ontario Human Rights Commission armed with its experience in Am-

herstburg, has begun evaluating these communities and meeting with their leaders with the hope of enacting effective settlement before any explosion occurs.

This settlement oriented approach has in the past been generally successful. Essentially, the conciliation process is exercised with a judicial "velvet glove and iron fist approach." The Commission is not a perfect instrument designed to cover all violations of human rights, it deals instead with the types of discrimination to which minority groups are particularly vulnerable.

In administering this legislation the commission places a distinct priority on persuasion and conciliation and uses direct authority only when the expressed desires of the

public are purposely being thwarted. This dual approach is an acknowledgement of the fact that civil and criminal procedures, by themselves, do not change prejudiced individuals who would deny fundamental rights to their fellow man. To obtain the optimum benefit from this approach, it is felt that enforcement and conciliation procedures must be wedded to a broadly based educational programme. While the commission is primarily responsible for enforcing the legislation and preventing discrimination, it is nevertheless strongly committed to creating a climate of understanding and respect among all races, creeds, and national groups in this province.

## HANDICAPPED WORKERS AND THE MINIMUM WAGE ACT

There are in Canada about 500,000 severely handicapped people which represents 3% of the population. One-third of the total number live in Ontario, and of this number, no more than 30,000 are gainfully employed.

The Labour Standards Branch of the Ontario Department of Labour administers the granting of Work Permits to the employers for the majority of this group, and in special cases, allows some employers to pay the handicapped less than the statutory minimum wage of \$1.00 an hour. The reasons vary with the severity, type and extent of the handicap, but by and large, this exception to the basic Minimum Wage Act is exercised so that handicapped workers without skills or formal training may enter the Labour market and be given the opportunity to rehabilitate themselves. The special wage rate is allowed to encourage their employment. In the last fiscal year 164 employers were allowed to pay handicapped workers less than the minimum wage.

In the past, the handicapped were the subject of persecution, maltreatment and ridicule. Society in many cases, simply isolated them so that they became the responsibility of individual family units. As late as twenty or thirty years ago, it was not unusual for a family to have "a poor old Uncle George" in some back room of a house.

In our contemporary society, the reclamation of the handicapped has become not only a moral responsibility but an economic necessity. The rehabilitation of even a small percentage of the 120,000 uncom-

mitted handicapped in this province would ease some of the pressures created by our tight labour market.

Examined dispassionately, handicapped workers can be classified into two sub groups i.e. untrained and rehabilitated. Those in Group 1 (untrained) are usually subject to smaller repayment for services for the following reasons. First, they are limited initially to purely manipulative functions, where their output may be severely curtailed by the nature and extent of their debility. Second, in many cases a lack of academic training or learning capability generally requires activity in areas where they may be most physically deficient. Special wage rates may be allowed to encourage their employment so that they may enter industry without penalizing employees who may have to assist them or the employer who must at least initially accept lower performance standards.

Group 2 consists of rehabilitants, who through special training or artificial devices, have been able to overcome their debility, and theoretically at least, are capable of producing work, and are entitled to repayment equal to that of their work colleagues. While this is true in most instances where performance is sedentary, there are some marginal cases where the handicapped may not be able to perform fully although the prime function is well within his capabilities.

It should be noted that Labour Standards Branch officers check all complaints by employees as well as routine checks of all establish-







ents to ensure fair treatment of employees.

The Labour Standards Branch recognizes that there are three basic ways of combating the disabilities. First, by guaranteeing that the economy can find or create jobs for all qualified. This would require Governmental mechanisms for stimulating aggregate demand when employment developed. Second, raise the productivity of the disabled through rehabilitation, that is, by reducing or compensating for the disability when possible, and providing training in new occupations when necessary, and third, through the creation of some form of sheltered employment by administratively lowering the minimum wage and reserving certain jobs for the severely disabled, or alternatively, by providing employment in sheltered work shops when lower performance standards are tolerated.

#### Handicapped Work Permits

Handicapped Work Permits may be issued to individuals or to the organizations who represent them. In all cases, submission for permits is made by the employer to the

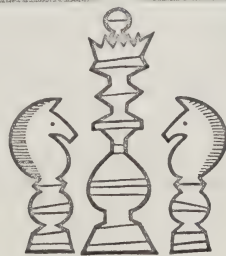
Labour Standards Branch of the Department who examine the case details minutely, and consider them from the view that employee ability depends on the whole person, including background, place of residence, age, occupation, education and the specific handicap. The handicap is in many cases likely to be only one obstacle to full employment, and frequently not the most important. When individuals apply for a permit they are generally referred to the Branch by an employer who would like to employ them at a lower hourly rate than specified by law. Such applications require the following details: hours of work, proposed hourly rate, an adequate description of the work to be performed, and the guarantee that the prospective employee has been informed of the existence of the application and its terms. While the department's ability to affect these changes is restricted to its authority under the act, it does in a very real sense exercise discretionary powers to match handicapped workers to suitable occupations by examining the applicant and the employer quite

closely. Exemption is granted only on approval by the handicapped or a guardian. In the case of retarded workers, the signature of the worker is not mandatory since joint application by retarded individuals would only distress those afflicted, many of whom are unaware of the extent of their handicap, and who in some cases, consider themselves quite normal. While this last may appear to be at variance with the regulations, it indicates the acceptance by the Branch of basic humanitarian principles.

In the case of institutions who maintain sheltered work shops, "blanket" forms are issued to be used at the discretion of the administrators in the interests of speeding the employment of these workers, and their processing by people who understand the significance and extent of their debility.

The goal of the Labour Standards Branch is to help persons into gainful activity, who without their assistance and the aid of many private groups throughout the province, have no opportunity to compete in the labour market.

## DEPARTMENT



## STATISTICS

### CONCILIATION

The accompanying tables provide information on the volume of conciliation activity for the calendar years 1964 and 1965, and they compare the first quarter of 1966 with the same period last year.

During 1965, 1,352 labour disputes were referred to conciliation officers, an increase of 174 (15%) over the disputes handled in 1964. However, 25,000 fewer employees were involved in the 1965 disputes than in those of the previous year. This was partly due to a change in the size of bargaining units that require conciliation service. Also, annual data show that the proportion of disputes settled by conciliation officers was 41% of the number in process in both years.

The work load at the conciliation

between 1964 and 1965; 482 disputes board stage did not change radically were referred to boards last year compared with 473 in the previous one. As at the officer stage, the 1965 disputes covered more employers but fewer employees than those handled by boards a year earlier. Also, there was some difference in board experience in obtaining settlements during hearings; 214 boards filed reports in 1965 compared with 171 in 1964.

The data for the first quarter of 1966 show that the trend established in 1965 of more disputes being referred to conciliation is continuing. There was a marked increase in this number for the January-March period of the present year over that for the same three months in 1964.

*This is the second in a series of continuing articles dealing with statistics produced by Department of Labour. In this issue we continue current conciliation figures and introduce statistics dealing with activities of the Labour Relations Board.*





# VOLUME OF CONCILIATION ACTIVITY JANUARY 1st to DECEMBER 31st, 1964 and 1965

	DISPUTES		EMPLOYERS		EMPLOYEES	
	1965	1964	1965	1964	1965	1964
<b>OFFICER STAGE</b>						
In Process						
January 1st	154	118	166	135	18094	11003
Referred during period	1198	1060	1633	1364	175610	201009
<b>Disposition</b>						
Settled	550	485	617	543	49209	53942
Referred to Boards	394	383	465	461	87923	124587
No Board	222	148	488	321	40267	15280
Lapsed	11	8	11	8	972	109
<b>BOARD STAGE</b>						
In Process						
January 1st	88	90	101	96	16750	11962
Referred during period	394	383	465	461	87923	124587
<b>Disposition</b>						
Settled prior to hearings	32	39	57	52	8082	10774
Settled during hearings	163	174	195	195	25613	28546
Board Report	214	171	228	208	58913	80446
Lapsed	2	1	2	1	116	33

# VOLUME OF CONCILIATION ACTIVITY JANUARY to MARCH, 1965 and 1966

	DISPUTES		EMPLOYERS		EMPLOYEES	
	1966	1965	1966	1965	1966	1965
<b>OFFICER STAGE</b>						
In Process						
January 1st	175	154	218	166	15323	18094
Referred during period	352	287	395	352	40614	37323
<b>Disposition</b>						
Settled	157	115	174	117	11193	12334
Referred to Boards	104	98	134	131	12824	20688
No Board	58	37	73	37	6591	1314
Lapsed	6	3	6	3	176	40
<b>BOARD STAGE</b>						
In Process						
January 1st	71	88	84	101	11949	16750
Referred during period	104	98	134	131	12824	20688
<b>Disposition</b>						
Settled prior to hearings	6	10	6	13	461	977
Board Report	44	51	50	51	9539	12963
Lapsed	1	1	1	1	7	71
Settled during hearings	37	33	45	42	4593	3243

# SUMMARY OF OPERATIONS OF THE ONTARIO LABOUR RELATIONS BOARD

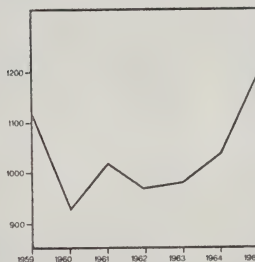
The Ontario Labour Relations Act is the principal statute governing labour-management relations in the Province. The bulk of the Act is administered by the Ontario Labour Relations Board; other parts are administered by the Minister of Labour.

Under the Act, the Labour Relations Board has two main responsibilities: (1) to determine whether employees wish to be represented by a trade union for the purpose of collective bargaining with their employer, and (2) to provide remedies for certain types of activity which may be described as unfair labour practices.

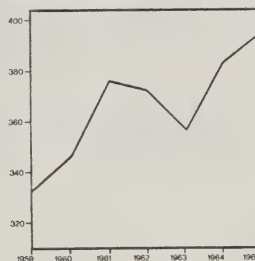
This article summarizes the two main groups of cases with which the Board deals in discharging its responsibilities, and presents statistics on these cases for the fiscal years 1961-62 to 1965-66. Subsequent issues of this publication will feature continuing statistics of the cases handled by the Board during a three-month period.

The following statistics show the volume of cases received and disposed of by the Board in the main areas of its activities in the fiscal year 1961-62 to 1965-66.

## NUMBER OF DISPUTES REFERRED TO CONCILIATION OFFICERS



## NUMBER OF DISPUTES REFERRED TO CONCILIATION BOARD



## Representation Cases

Representation cases constitute the major area of the Board's operations and embrace three types of proceedings: (1) certification of bargaining agents for employees; (2) declarations terminating the bargaining rights of trade unions; and (3) declarations of successor status.

## Certification of Bargaining Agents

The certification of a trade union by the Board gives the union the exclusive right to bargain with an employer for a particular group of his employees until that right is terminated under the Act. Once certified, the union must give the employer written notice of its desire to bargain, and the parties are obligated to bargain with a view to making a collective agreement.

When a trade union applies for certification the Board must determine the unit of employees that is appropriate for collective bargaining. If the Board is satisfied that more than 55 per cent of the employees in the unit are members of the union, it may certify the union as the bargaining agent without taking a representation vote or it may direct that a vote be taken. If the union's membership is between 45 and 55 per cent the Board must conduct a vote. The Board will also conduct a vote in cases in which an applicant trade union seeks to replace another trade union which is currently the bargaining agent of the employees, or when two or more unions apply for certification to represent the same group of employees. Where a vote is taken the union must secure more than 50 per cent of the votes of all the employees eligible to vote in order to be certified by the Board.

Trade unions are certified in about 65 to 70 per cent of the certification cases disposed of by the Board in any fiscal year. The remaining cases are either dismissed or withdrawn.

## Termination of Bargaining Rights

The Labour Relations Act makes provision for the termination of the bargaining rights of an incumbent trade union which was certified by the Board or is currently being recognized by the employer under the provisions of a collective agreement.

An application for a declaration terminating the bargaining rights of a trade union may be made to the Board by employees in the bargaining unit or by the employer at certain times and under certain conditions specified in the Act. If the Board issues such declaration, the trade union loses the right to represent the





employees and any collective agreement in effect between it and the employer ceases to operate. The bargaining rights of an incumbent union are also terminated if, in the placement case, the Board certifies another trade union as the bargaining agent of the employees concerned.

#### Successor Status

When an incumbent union, which is the bargaining agent of a group of employees, merges, or amalgamates with, or its jurisdiction is transferred to another trade union, the latter assumes the rights of the incumbent union.

If a dispute arises concerning the right of a trade union to act as the bargaining agent of an incumbent bargaining agent, an application may be made to the Board for a declaration that the trade union is the successor to the union which previously held the bargaining rights for the employees. If the Board issues such a declaration, the trade union is conclusively presumed to have acquired the rights, privileges, and duties of the predecessor.

When an employer sells his business to another employer, the bargaining rights of the trade union are preserved in respect of the predecessor employer continue and the successor employer must bargain with the union if the union gives him written notice of its desire to bargain in a view to making a collective agreement.

The Board has authority to deal with a number of issues that may arise in the case of a sale of business, where there is a dispute as to what constitutes the appropriate bargaining unit, where there is a conflict between the bargaining rights of the trade union that represented the employees of the predecessor employer and those of the union that represents the employees of the successor employer, where the nature of the business has been changed substantially by the suc-

cessor employer or where the successor employer intermingles the employees of the business that he bought with those of another of his businesses.

#### Unfair Labour Practices

The Labour Relations Act prohibits as unfair practices certain activities which restrict the freedom of persons to organize into trade unions or employers' associations, as well as activities which hamper the collective bargaining process.

Among the practices prohibited by the Act are: interference with the formation or administration of a trade union or employers' association; refusal to hire, discharge of, or discrimination against a person because he is a member of a trade union; threats of dismissal or any other kind of threats to compel an employee to become or refrain from becoming a member of a trade union or to cease to exercise any other rights under the Act; intimidation or coercion of persons into joining or not joining a trade union or any employers' organization; unlawful strikes or lockouts, or unilateral changes in working conditions until the conciliation process is exhausted; and refusal to bargain in good faith.

#### Remedies for Unfair Practices

The principal remedy available for unfair practices is the granting by the Board of consent to prosecute persons who engage in any of the activities prohibited by the Act. The Board is also empowered to issue a declaration that a strike or lockout is unlawful.

A remedy is also provided under section 65 of the Act for a person who has been refused employment, or discharged, or discriminated against or otherwise dealt with contrary to the Act as to his employment. The Board has authority to appoint a field officer to investigate the complaint and attempt to settle it. If the field officer is unable to effect a settlement, the Board may inquire into the matter; and if the Board is satisfied that the complaint is supported by the evidence, it may determine what action should be taken with respect to the complaint including an order that the aggrieved person be hired or reinstated in employment with or without compensation for loss of earnings and other benefits. Such determination is enforceable in the Supreme Court.

### ONTARIO LABOUR RELATIONS BOARD CASES RECEIVED AND DISPOSED OF — FISCAL YEARS 1961-62 - 1965-66

TYPE OF CASE	RECEIVED					DISPOSED OF				
	1961-62	1962-63	1963-64	1964-65	1965-66	1961-62	1962-63	1963-64	1964-65	1965-66
Certification	840	769	735	946	989	786	849	767	912	1003
Termination	84	89	79	109	68	73	90	96	110	70
Successor Status	9	11	28	11	25	10	16	26	10	29
Strike Unlawful	39	30	30	36	50	39	31	30	36	50
Lockout Unlawful	2	10	5	5	4	3	11	5	5	4
Prosecution	104	142	193	68	92	111	140	197	70	91
Section 65	137	144	168	159	113	127	148	167	167	118
Total	1215	1195	1239	1334	1341	1149	1285	1288	1310	1365







## A VIEW FROM THE HOUSE

This is the first in a series of articles on current legislation that has been introduced by the Ontario Department of Labour.

During this session the Department has brought forward two revised Acts and an Amendment to an Act in order to meet the new needs of the public.

### An Act to Prevent Discrimination in Employment because of Age

The Bill prohibits discrimination in employment — in connection with hiring, treatment, separation and other situations — against persons between 40 and 65 on grounds of age. It also prohibits discriminatory treatment based on age in connection with membership in a trade union.

The statute will be administered by the Ontario Human Rights Commission.

This legislation will discourage the continuance of unfounded assumptions as to job abilities based solely on chronological age, and will encourage, to the greatest extent possible, the practice of judging each individual applicant on his individual merits and with reference to particular standards of performance for the job in question.

### Amendments to The Hours of Work and Vacations With Pay Act

The purpose of this Bill is to change the statutory requirements respecting the granting of paid vacations to employees throughout Ontario. It constitutes a major advance in the labour standards legislation of the Province.

The Amendments now before the House provide:

1. A vacation with pay of two weeks after an employee has had three continuous years of service with an employer;
2. A vacation pay credit of four per cent under similar circumstances;
3. Those firms and unions that would normally be subject to the vacation pay stamp credit system may make an arrangement, subject to the approval of the Department, for alternative methods of accumulating and administering such credits.

### Amendment to the Labour Relations Act

Among the Amendments included in the new Bill are:

- The administration and function of the Jurisdictional Disputes Commission will be absorbed by the Labour Relations Board itself. In addition the Bill gives trade unions and employers the right to make their own arrangements by agreement. There are improvements affecting the speed with which jurisdictional problems can be handled and the enforcement of decisions.
- At present, the bargaining rights of a union can be challenged by a different union in the 23rd and 24th months of a collective agreement, regardless of whether the agreement is for a longer term. To protect both the union and employer and ensure stability, the "closed season" will be extended up to the end of the 34th month of a three-year agreement. At the same time, a union that is on strike will be protected against decertification proceedings up to six months after the start of a legal strike or lockout.
- The amended Act will provide for the certification of a Council of Trade Unions where previously each member union must first have been certified separately.
- The Act is amended to promote greater use of mediation procedure by authorizing the appointment of a mediator at any time during the first stage of conciliation services and provide for the payment of a mediator by the Government instead of by both parties. This is in line with the policy of greater selectivity with respect to the appointing of Conciliation Boards.
- The Labour Relations Board is being given power to solve the problem of which union represents the employees following a municipal reorganization and the joining together of municipalities whose employees have hitherto belonged to different unions.
- Where a Conciliation Board is not appointed, no strike or lockout will be legal until 14 days after the conciliation officer has concluded his work, instead of the present 7 days.
- The Bill also provides for the repeal of Section 89, the provision that has allowed a municipality including a local board, school board, commission or other local authority, to declare that the Labour Relations Act and its protections and obligations do not apply to it and its employees. Henceforth, municipal employees will be treated on the same basis as the employees of any other employer in regard to union representation.





*Task*

Ontario  
Publications

# NEWS FROM THE ONTARIO DEPARTMENT OF LABOUR



## Impacts of Technological Change on Collective Bargaining



### IN THIS ISSUE:

A BRIEF HISTORY OF  
THE TEAMSTERS STRIKE

NUCLEAR PLUMBING

DEPARTMENT STATISTICS

- CONCILIATION
- LABOUR RELATIONS
- INDUSTRIAL TRAINING

VIEW FROM THE HOUSE







# Impacts of Technological Change on Collective Bargaining

Technological change results from the application of scientific and engineering knowledge and techniques to processes of production, distribution, and other economic activities. Such change takes many forms, and occurs in equipment, materials, processes, organization, products, methods of communication, and other aspects of industrial society. The state of technology prevailing in a plant, industry, or economy is one of the major factors shaping working conditions and employment, and changes in this technology are likely to alter both. Since working conditions and employment concern both unions and management, the consequences of technological change are evident in most major labour relations issues of the day in Ontario and elsewhere.

Speaking in Toronto last fall, David A. Morse, Director-General of the International Labour Office, suggested that "the imbalance between technological progress and social adaptation"<sup>1</sup> is central to many labour relations problems. Recent experience and the opinions of other authorities tend to confirm Mr. Morse's view and his belief that new institutions and approaches will be needed to cope with these challenges.

This paper is concerned with the ways the imbalance mentioned has been expressed in collective bargaining relationships to date. Some of the specific issues and methods of adjustment employed to accommodate the interests of both labour and management in the change process are reviewed to provide a background for future discussions of matters dealt with through collective bargaining in Ontario.

This impact of technological change on bargaining is considered here under three headings:

1. The scope of bargaining subject matter
2. The power relationship between the parties
3. Methods of dispute settlement

The difficulty of accommodating rapid technological change within traditional economic and social concepts of the employment relationship is evident in the matters unions and management bargain about today. Many of these relate to the efficiency of production and the costs accruing to workers from aggressive pursuit of it. Some of these topics are relatively new to the bargaining table, but older ones have been given new emphasis and seen from new points of view. Both the new and the old reflect management's need for flexibility or freedom to introduce change and labour's concern with security of employment.

Perhaps because so many of the consequences of technological change directly concern both labour and management, collective bargaining has been expected to deal with problems of a magnitude and complexity that are beyond its scope. Through experience and reason, both practitioners and informed observers have

come to agree that it is unrealistic to expect the bargaining process to solve broad problems of national economic policy relating to industrial development, employment, worker mobility, and training that are properly handled by government or some other central agency. The mechanisms of "social adaptation" required to meet these needs are not found in collective bargaining—a private and decentralized system of decision-making.



Professor Harbison confirms the point, saying that "it is unreasonable to expect that collective bargaining can prevent the displacement of men by machines, find new jobs for all who are displaced, and provide appropriate training for all those who must acquire new skills. In the modern industrial society these matters call for much broader consideration than the parties at the collective bargaining table can provide."<sup>2</sup> On the other hand, he believes that the introduction of technological change, especially the adjustment of the work force, is a proper subject for union-management negotiation.

It is within this area of practical responsibility that collective bargaining has contributed to the solution of employment problems stemming from technological change. To some extent this is demonstrated by experience in Ontario, but many of the major instances have occurred in other jurisdictions, more particularly the United States.

Technological change has tended to throw two broad aspects of labour-management relations into prominence—worker or job security and management rights. Security of employment is affected because unilateral action by management to improve production processes, build a more efficient organization, alter its product line, or otherwise increase efficiency, is likely to result in employee dislocation in one or more of a variety of forms. These may include such severe dislocation as unemployment, skill redundancy, or a change in job location, and all the economic and social consequences that flow from these. The impact of change on employment depends to a very considerable degree on the

state of the labour market. If the market is tight, adjustment problems may never arise, or if they do, are likely to be less burdensome. On the other hand, there is usually some difficulty in matching displaced workers to new jobs even in the most favourable market conditions.

For management, the effects of technological change on employment relationships has required acceptance of wider union and government interest in areas of responsibility that only a few years ago were substantially immune from their intervention, and of a kind of responsibility toward employees that had previously been recognized on an "ad hoc" rather than a formal basis. Mr. Justice Freedman gave some definition to this responsibility in his report on the introduction of "run-throughs" (extended crew runs) on the Canadian National Railways, in finding that the costs of technological change in an industry which accrue to employees are a proper charge against the benefits and



savings derived from the change. His words were that "fairness demands that the advantages of the program should not fall all on one side—the company's—and its burden all on the other—the men's."<sup>3</sup> Accordingly, it is proper that the cost of protective measures for employees hurt by the run-throughs should be charged against the savings resulting from it."

The forms these issues of job security and management freedom take in specific bargaining situations are largely determined by the sort of change being made, the nature of the company's business, its location, and other elements of both the work and social environment too numerous to mention. Generally, the specific subjects that enter into bargaining have to do with reducing the extent and intensity of employee dislocation, or directly alleviating its adverse effects when it does occur.

The immediate focus of most of these specific bargaining issues is on the former, that is, reducing employee dislocation. Measures that have this effect in the first instance are those concerned with the timing of change, work sharing, and long-term adjustment of the numbers and skills in the work force.

1. David A. Morse, Director-General, International Labour Office, in his speech to the Conference organized by University of Toronto Centre for Industrial Relations, Toronto, Ontario, October, 1965. The topic was "Industrial Relations in the Next Decade: Challenges and Responses".

2. Report of Industrial Inquiry Commission on Canadian Railways, "Run-Throughs," Queen's Printer, Ottawa November, 1965, p.103.

3. David A. Morse, op. cit.

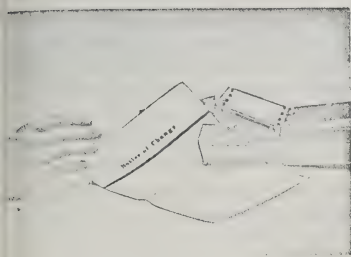
4. Professor Arnold R. Weber, Graduate School of Business, University of Chicago, at the Conference, University of Toronto Centre for Industrial Relations, October, 1965. The topic was "Collective Bargaining and the Challenge of Technological Change".

5. Professor Arnold R. Weber, op. cit.

6. Professor Frederick Harbison, op. cit.







One of the most effective devices, provisions requiring notice of change, have been incorporated in a substantial number of Ontario collective agreements, including those of the pulp and paper, oil refining and tobacco industries. Employers have resisted giving such notice because it normally involves divulging business plans and consultation with unions on what have previously been considered areas of management decision. On the other hand, advance notice may reduce dislocation, because it gives employees an opportunity to accommodate themselves to a new situation, through finding other jobs, selling property, or other appropriate action.

In some instances there has been agreement to introduce technological change gradually, allowing attrition of the work force to take care of the problems that arise. This approach can be complex to administer and frequently has to be associated with retraining and transfer programs. This technique is often a part of a total program of adjustment, and while it is accepted by both the union and management, it is not in some instances written into a collective agreement.

Work-sharing arrangements implemented through broadening seniority units, inter-plant transfers, extended vacation programs, leave, shorter hours of work, and early retirement also tend to reduce the dislocation experienced by the work force, particularly its more senior members. These devices are found in a number of collective agreements in the steel, pulp and paper and chemical industries, and perhaps other agreements.

As suggested above, some of the matters that enter into bargaining are directed at alleviating the consequences of technological change once they have taken place. As a result, such things as severance pay, guaranteed income, payment of relocation costs, and provision of opportunities for retraining have come into prominence. These devices are intended to compensate the worker for the loss of equity he has built up in a job, and to make it possible for him to remain a competitive member of the work force by preparing him for other employment.

These issues concerned with worker security have an impact on management's freedom of action and responsibility to keep the costs of change at levels which will not prevent it from occurring. As a result, management's right to make changes that alter working conditions, contract-out work that has traditionally been done by its own employees, alter work rules, gang sizes and other arrangements have taken on new importance. Management has been challenged—in many instances successfully—when making such moves unilaterally, with the result that questions relating to these matters are central to many bargaining situations.



Finally, there is rather widespread recognition that useful bargaining on the impact of technological change can take place only if it has been accepted by both parties. A few years ago this acceptance remained an important bargaining issue. Most union leaders now accept the necessity of change, because they are aware of the need to improve productivity and maintain a growing and competitive economy. Management also has agreed to bargain about the introduction of change in many instances, but there remains a tendency for both parties to proceed on a case-by-case basis. By accepting change itself, the parties recognize that they will be concerned with an ever-shifting process of adjustment, but such acceptance is necessary if they are to focus their full attention on methods of implementation that insure an equitable sharing of benefits and burdens.



#### BARGAINING POWER

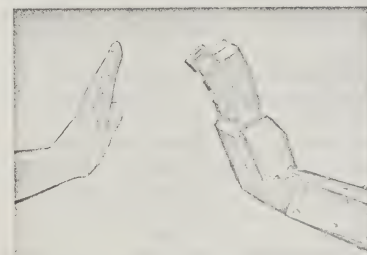
Collective bargaining is, in large part, a power relationship between unions and employers. While the relative strength of the parties within the relationship may alter for many reasons, technological change appears to be one of the root sources of this type of adjustment in the present decade. It affects relationships at the bargaining table through its impact on union membership, by raising questions that are difficult to handle in existing union-management structures, by altering the capacities of the parties to make effective use of economic power, and perhaps in other ways.

The 1951 and 1961 census data for Ontario show that employment in managerial, professional, clerical and financial group occupations increased by 46.5 per cent over the decade, compared with a 9.8 per cent increase for craftsmen and production workers in manufacturing, construction, transportation and communication. Also, in 1951 the white collar group accounted for 35 per cent of the Ontario labour force, compared to 41 per cent in 1961, while blue collar workers were 41.1 per cent of the labour force at the former date and fell to 35.4 per cent at the latter. These data indicate a shift in the balance between blue collar and white collar

jobs, some of which is attributed to technological change, but its precise impact has not been measured. The shift has been marked and of long duration in industries where unions have traditionally been strong; that is, in manufacturing, transportation, utilities, and construction.

In Ontario in 1965, 615,000 persons, or 23.6 per cent of the labour force, belonged to trade unions, a growth of only .2 per cent since 1960, compared to a 10 per cent increase in the labour force. A Canadian Labour Congress official, speaking before the 1965 convention of the Ontario Federation of Labour, stated that in Canada about one thousand of 240,000 employed persons in insurance, finance, and real estate are unionized. In retail trade more than 800,000 workers are unorganized and only 6 per cent of the employees in the industry belong to unions. For Ontario, he made an "educated guess" that one and one-half million workers in the Province who are potential union members remain unorganized.

The above data suggest that the potential membership base for unions is shifting from blue collar to white collar occupations, and that some difficulty is being experienced in organizing the latter. To the extent that membership is the power base of unions in collective bargaining and technological change is eroding this base, it would appear to be altering the relative strength of the parties to labour negotiations. However, other developments, including the growth of collective action among professional and technical workers, may offset this effect.



As already pointed out, many of the employment problems related to technological change are too broad to be dealt with by collective bargaining. Similarly, those that are appropriate to bargaining are sometimes too broad to be handled effectively within the existing fragmented structure of unions and employers. The bargaining unit is frequently too restricted in employee and occupational coverage to permit effective accommodation on issues deriving from technological change. For example, where a craft union represents a very small group of a company's employees, it is unlikely to be able to relieve employment dislocation as effectively as a union representing a larger unit encompassing alternate employment opportunities.

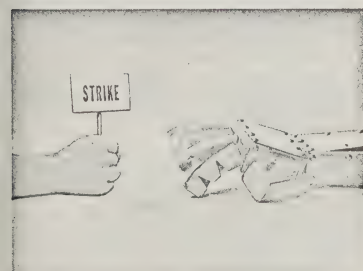
The extent of the structural problem with respect to unions is indicated to some degree by the wide discrepancy of membership among them. In 1965, Canadian membership of the United Steel Workers, the largest union in the country, was 110,000, while that of the International Association of Siderographers was seven. Out of 516 national and international unions



and directly chartered independent locals in Canada, the ten largest had 36 per cent of the total membership, while the 354 directly chartered and independent local unions had 4.7 per cent. Similarly, employer size and lack of employer organization have a factor in collective bargaining power that may be highlighted by the issues associated with technological change.

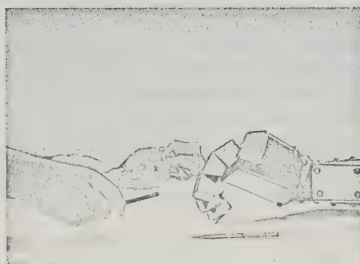
In industries such as construction and printing, new technology has blurred jurisdictional lines that have been recognized between craft unions. Continued efforts to maintain these have contributed to some of the most difficult labour disputes in the Province's recent history. The bargaining power of both parties may be affected by structural problems, but to the moment, technological change seems to have weakened the position of unions based on one or a few occupations more than that of those organized on an industrial basis, or on any identifiable group of employers.

Technological change may drastically alter the effectiveness of strikes. "Industrial machinery is today so staggeringly expensive, and the industrial processes have become so interdependent that a single, limited strike can seriously affect the growth of the nation's economy. "Because of this the parties to collective bargaining must be more aware of the public interest than in past decades. If this point of view is accepted, it suggests that the strike weapon has become too expensive to be used in some situations, reducing public and government tolerance of it. Discussion along this line has already occurred in Canada, especially with reference to the transportation industry.



Professor Arnold R. Weber pointed out at the Founding Conference of the Centre for Industrial Relations of the University of Toronto in 1965, that the new technology is making it increasingly difficult to mount a successful strike. "When a trade union initiates a strike, the effectiveness of this sanction may be reduced by the company's ability to operate, using supervisors and other managerial personnel." He cited several industries in which this is so, and his point was well illustrated in Ontario a few months ago by a strike in the oil refining industry, during which facilities continued to operate. A further illustration close to home is in the continuing strike of the Typographical Union in the Toronto newspapers. However, the strike has not lost its effectiveness in many of the major manufacturing, construction, and service industries.

These two points of view regarding strikes are not necessarily in conflict, but they do suggest that technological change in industry may alter the usefulness of the strike weapon.



## BARGAINING METHODS

Traditional approaches to bargaining seem to be inadequate to deal with some of the issues resulting from technological change. These problems often are better resolved through analytical and rational processes than in the pressures of crisis bargaining. In order to deal with these complex issues, some collective bargaining situations have attempted to give more objective consideration to facts than has usually been the case, and to avoid commitment to specific positions before they are fully studied and understood.

Unions and management in Canada have taken some steps in this direction. However, the use of these approaches has not been restricted only to issues arising out of technological change, nor are some of the practices widespread. Three approaches that have received considerable attention are:

- a) Advance notice
- b) Joint study or consultation
- c) Government assistance

### a) Advance Notice:

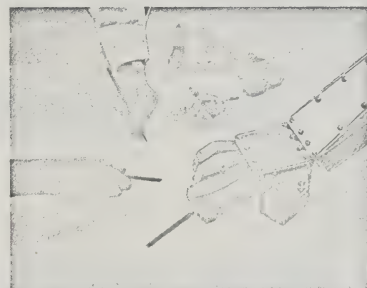
This technique requires management to give advance notice to employees of impending change. It is an approach to bargaining, as well as being a major issue in some negotiations. The objective is to allow present employees sufficient opportunity to plan their readjustment, including education and re-training for new employment. The approach appears to be in increasing use in Canada in printing, transportation, steel and other industries. The Freedman Commission expressed the belief that advance notice of impending change would be a step toward industrial peace and provide safeguards against unnecessary dislocation and hardships for employees.

### b) Joint Study:

Joint study or consultation takes place on a continuing or case-by-case basis with representatives of unions, management, and in some instances, independent specialists. The mechanism is used to free the parties from the pressures and attitudes that often characterized traditional negotiations. It permits them "to engage in bilateral fact-finding concerning the probable consequences of technological change and the feasibility of alternative remedial programs."\*

In Ontario some industries that have established joint consultative committees are in the pulp and paper, tobacco, and oil refinery, but experience with them has been limited. However, these preparatory negotiations have been found to clarify difficult problems respecting wage structures, methods of payment, employee dislocation, seniority, and others, and to show up the important relationships between these

issues and others. Within these committees task forces reporting to them are sometimes set up to study specific problems. The purpose of the whole procedure is to bring the parties to the bargaining table better informed about the problems they must decide so that the bargaining is better directed and concerned with the real rather than irrelevant problems.



### c) Government Assistance:

The role of the government as a third party in bargaining is becoming increasingly important as a means of achieving agreement. The government's interest and influence has widened because of the increasing public stake in uninterrupted production or service. Compulsory conciliation before a strike was introduced in Canada early in this century, and now the Ontario Department of Labour is making extensive use of conciliation services in post-strike situations. This is illustrated in the chronology of the truckers' strike shown later in this publication.

More particular concern with the problems of technological change is given by the Manpower Consultative Service of the Canada Department of Labour. It concentrates on facilitating joint study by unions and employers of manpower adjustment problems. To this end, financial inducements are provided to the parties to encourage research on the exact nature of the situation, and to find alternative solutions. A substantial number of joint studies are going forward, including one in the printing industry in Toronto, and another into the extensive dislocation of longshoremen brought about by technological change in Canadian National's shipping arrangements between Cape Breton and Newfoundland. The purpose of this service is to assist companies and unions when bargaining about manpower problems.

Specific efforts are also being made by the Ontario Department of Labour in assisting labour and management to resolve manpower and automation problems outside of the crisis atmosphere of collective bargaining.

"In modern industrial societies, collective bargaining cannot remain free of all intervention by government. It is no longer an exercise by two major protagonists—management and organized labour—with the government serving as a referee. Government is quite legitimately a third force at the bargaining table . . . But, the entry of government as a silent or even an active participant in bargaining need not impair the constructive consequences of collective bargaining."





At the bargaining table the role of the Ontario Department of Labour is that of an impartial mediator who helps to bring the disputants together, advises them, attempts to clear up misunderstandings, brings perspective to the proceedings and helps them to a realistic appraisal of their respective positions and to a realistic appreciation of the avenues leading to settlement. However, because of their complexity some disputes occasionally require something more.

# A BRIEF HISTORY OF THE TEAMSTERS STRIKE

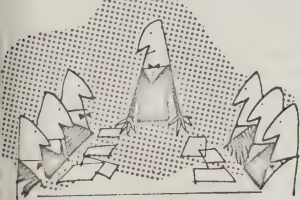
On September 30th, 1965, the General Freight Agreement between the Motor Transport Industrial Relations Bureau and five locals of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, came up for renewal.

The Bureau represented 55 employers in Southern Ontario who controlled about three-quarters of all inter-city truck transportation in Ontario. Thirty of these employers transported goods to terminals outside Ontario and so came within the jurisdiction of the Ontario Department of Labour.

The five Union locals were Local 91 based at Kingston, Local 141 based at London, Local 880 based at Windsor, Local 879 based at Hamilton, and Local 938 at Toronto. They bargained together and represented some 9,000 drivers, freight checkers, tow motor operators, warehousemen, dockmen, bogie changers and helpers.

It is perhaps too early to attempt a study in depth of the extensive negotiations, power struggles, and conciliation activities that led to the renewal of this agreement. The interest generated by these negotiations, which were widely recorded in the daily press, seems to warrant bringing the whole story together as it serves to illustrate some of the techniques employed in achieving settlement.

Many topics were discussed in the negotiations, but the issues were paramount—wages and hours of work. The expiring collective agreement provided for an average rate of \$2.00 per hour for city driving and 7¢ per mile for highway driving, with a maximum 16-hour day and 48-hour week before overtime rates applied.



Negotiations actually began early in September, but agreement had been reached by the middle of the month. On September 20th, the Bureau made an application for conciliation services to the Ontario Government and to the Government of Canada. By September 30th, the Bureau and the Union assisted Conciliation Officers, J. L. Hooper of the Ontario Department of Labour and Bruce McRae of the Federal Department, drafted and signed a Memorandum of Agreement for presentation to their members. The Memorandum provided for a 42-month contract, a 5% wage reduction in the work-week to 43 hours,

and an increase in wages of 53 cents plus a fringe benefit package which would raise the total increase to 64 cents per hour. Some non-monetary items were still in dispute but agreement apparently had been reached on hourly rates, mileage rates, welfare, vacations, meal allowances, accommodation allowances, hours of work, statutory holidays, and the duration of the agreement.

Between October 1st and 7th the parties met several times in an attempt to resolve the non-monetary items but on the latter day Kenneth McDougall, President of Local 938, Toronto and Chairman of the Joint Negotiating Committee, advised the Bureau that the terms of agreement had been rejected. The Union countered with new proposals for a two year contract, a shortening of the work-week from 48 to 40 hours, and a wage increase of 53¢ per hour plus fringe benefits.



The cause of the rejection appears to have been the militancy displayed by the membership of the Union. The newspapers reported a wildcat strike staged by employees at Oshawa and Cooksville on October 3rd, due to membership feeling that the terms of the proposed settlement were less than could be obtained. In swift succession the wildcat movement spread to trucking centres across the province. A walkout occurred in London on October 4th, and was followed by similar protests in Toronto, Windsor, St. Catharines, Peterboro, Waterloo and Niagara Falls on October 5th. On the following day 2,000 Hamilton drivers joined the strike. The press reported that between October 4th and October 18th, 3,178 workers were involved in strike action for a time loss of 26,070 man-days.

The wildcat seems to have been genuine grass roots action, and the message from the membership to the Union executive, one of no confidence and general dissatisfaction with the proposed settlement.

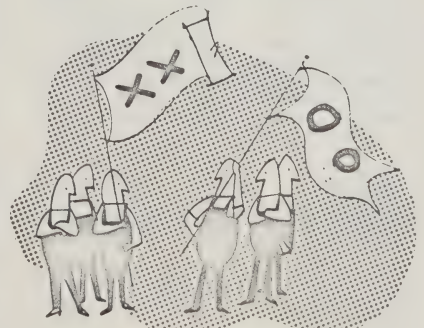
During the strike several incidents occurred that indicated a lack of union control of its membership. Reports circulated of wilful damage to trucks and property by individual employees that included cut brakelines, fire damage to cargo, stone throwing, and other such action.

A Union request to waive conciliation proceedings so that a province wide strike could be called in seven days, was refused by the Ontario Labour Relations Board on October 6th. But by October 19th the parties had agreed to a conciliation board which was established jointly by the Ontario and Canada Departments of Labour. His Honour, Judge J. C. Anderson, chaired the Board, and Mr. J. W. Healey, Q.C., acted as company representative and Mr. Murray Tait as Union representative. The Board met with the parties several times in November and early December but with scant success.

An element in the failure of negotiations and conciliation was the disunity in the ranks of the Union. This disunity was reported to be caused by differences between Union leaders on approaches to resolving outstanding issues, and to a lesser extent by a power struggle between them.

Since Union disunity has a direct bearing on the elements of this study it might be well to digress at this point from chronological sequence and trace its development.

The first manifestation was the walkouts staged by the Teamsters on October 3rd, 1965. They were attributed to a small dissident group within the Toronto Local of the International Brotherhood of Teamsters. The rebel group was apparently trying to challenge the Union's leadership, and was attempting to spread the strike to other Ontario trucking companies. They advocated a "no contract, no work" campaign until a settlement had been reached.



This minor rebellion spread as already stated and, while the struggle had many facets, finally culminated on December 10th when James Hoffa, the President of the International Brotherhood of Teamsters, put Toronto Local 938 into a trusteeship and assigned a senior Montreal Union official to be in charge. The



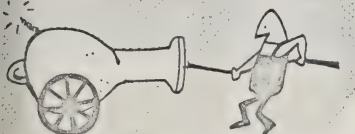


official, Mr. Greene, Teamster Eastern Conference Representative, immediately suspended the local executive and cancelled a membership meeting which was to be held in the Queen Elizabeth Building of the C.N.E. Five of the seven Union officials were then given temporary positions under Mr. Greene. Mr. McDougall was appointed Business Manager of the local.

A meeting was held by Wilfred Sefton, President of the Windsor Local 880 on December 14th. This meeting was attended by local presidents from Kingston, Ottawa, London, Hamilton, Windsor and Toronto. Mr. Sefton came out of the two and a half hour session and announced that militant unity had been achieved. He reaffirmed Mr. McDougall's earlier prediction that a definite strike would result unless retaliatory measures were withdrawn by the trucking companies.

On November 24th, Ray Taggart, President of the Hamilton Local, withdrew from the proceedings together with representatives of Local 879 and three observer representatives from Toronto Local 938. The action took place after the Board had ruled that it could not consider within its own term of reference the withdrawal of any legal action or "reprisals" taken by companies affected by illegal strikes. Now that their forces seemed to be consolidated, the Union returned to the bargaining table.

A majority reported from the Board was presented on December 17th, 1965 in which the Board reported it was unable to effect settlement. It did however make recommendations on all outstanding issues. The Union nominee wrote a minority report.



Representatives of the five Ontario Teamster Locals and negotiators for the fifty-five Ontario trucking firms concerned, were summoned to Toronto for December 23rd. The special meeting was called by an official of the Federal Department of Labour in a final attempt to settle the contract dispute on the basis of the conciliation report. The Federal and the Ontario Labour Departments were also expected to arrange a Government-conducted ballot on the report. On December 24th, the Conciliation Board Reports were published. It followed the pattern of an earlier memorandum of settlement (the September tentative agreement), which had been repudiated by the Union, and which had also sparked the sudden wildcat strikes that followed. The report recommended similar benefits as before. The work week was to be gradually reduced from 48 hours to 43 hours over a 42 month period, wages were to increase 56¢ per hour, during the term of the contract, and \$150 was to be paid as retroactive pay back to September 30th, 1965. (The trucking companies still refused to drop charges against the Unions.)

At a meeting in Toronto, the Joint Negotiating Committee of the Union decided on the 28th of December to reject the recommendations of the conciliation report. The weekends of January 9th and 16th of 1966, were set as the dates on which 9,000 Ontario truckers would cast their strike votes. The Ontario Department of Labour conducted the vote for Locals 938 and 91 with the aid of the Federal Department of Labour. By January 19th it was clear that the majority of teamsters in all of five locals were in favour of a strike.

On January 21st, the Teamsters struck the Consolidated Truck Lines, one of the companies represented by the Bureau. Later, two further companies were struck and the other fifty-two companies closed their operations.



Almost immediately after the trucks stopped rolling, the Ontario Department of Labour and the Federal Department of Labour indicated that they would do everything possible to end the dispute. Mr. Rowntree, the Ontario Minister, made the services of Mr. A. B. Dennis, Chief Conciliation Officer, and the staff of the Conciliation Branch of the Department of Labour available to the parties. Mr. McRae of the Federal Department was part of the Government team.

Late in January the Union replaced Ken McDougall with Ray Taggart, President of the Hamilton Local, as Chairman of the Negotiation Committee.

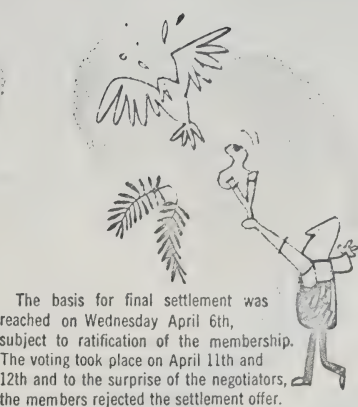
Throughout the month of February the Conciliation Office kept in contact with the parties and toward the end of the month the conciliators were joined by the Ontario Deputy Minister of Labour, T. M. Eberlee. Negotiations were hard and progress was slow. The Ontario Minister of Labour had met with representatives of both sides but by March 1st only three of the nineteen issues on the bargaining table had been settled. Apparently the outstanding issues from the Union side were now a 40-hour work week, the withdrawal of "reprisals," working rules and contracting out.



Mr. W. H. Dickie, one of Canada's outstanding mediators, joined the Department as the Director-Designate of the Conciliation Branch and actively entered the negotiations on March 1st, 1966. He held meetings on March 7th, 9th, 12th 13th and 14th both privately with the parties and jointly with the negotiating committees. While some progress was achieved, the parties could not resolve their differences.

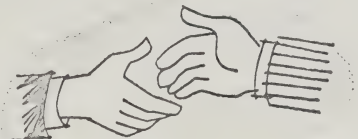
During the next two weeks private contacts were made with the parties separately and meetings were held between them in an effort to find new ground for the resumption of negotiations. On Sunday, March 27th, Mr. Dickie made arrangements to resume negotiations formally on the following Wednesday. On that day, a series of negotiations was instituted. With the help of Mr. Dickie, meetings were held from March 31st to April 6th inclusive often lasting until the early hours of the morning.

During these negotiations, the Minister personally met on a number of occasions with senior representatives of both the union and the employers, reviewed with them the issues in dispute and impressed upon them the importance of this dispute, the economic impact of the stoppage and the necessity for a mature and responsible approach that would lead to settlement and resumption of service to the public.



The basis for final settlement was reached on Wednesday April 6th, subject to ratification of the membership. The voting took place on April 11th and 12th and to the surprise of the negotiators, the members rejected the settlement offer.

On April 14th new terms were presented by the Union. The Toronto Telegram of April 20th stated that Jim Hoffa had entered the strike by summoning Union negotiators to meet with him. Later reports had Hoffa also speaking with Bureau representatives. On April 22nd negotiations were resumed under the aegis of Mr. Dickie and on the next day the parties announced a settlement which would be considered by the members of the Union at a mail vote conducted by the Government of Ontario. A senior official of the Department conducted the vote, and on April 30th announced that the majority of the Union members were in favour of the settlement. The vote paved the way to the resumption of work after a fifteen week stoppage.



Before the formal settlement the Bureau withdrew any legal proceedings against Union members who had engaged in unlawful strike in November 1965. After 15 weeks the parties had agreed to a three year contract which included a 40 hour work week gained in 20 months, wage increases of 70¢ per hour, 1.6¢ per mile increase, three weeks vacation after ten years service plus a four week vacation provision, paid time for funeral leave, an additional paid holiday, an additional \$4.00 per month for health and welfare coverage plus payment of \$176 annually per employee into the Government pension program.

This history as stated at the beginning, has not attempted an "in depth" study. However, it may be of some interest to those involved in the field of Labour Relations and may serve as well to introduce the public to a complicated but fascinating side of our industrial society.



JUNE-AUGUST 1966

HON. H. L. ROWNTREE  
MINISTER

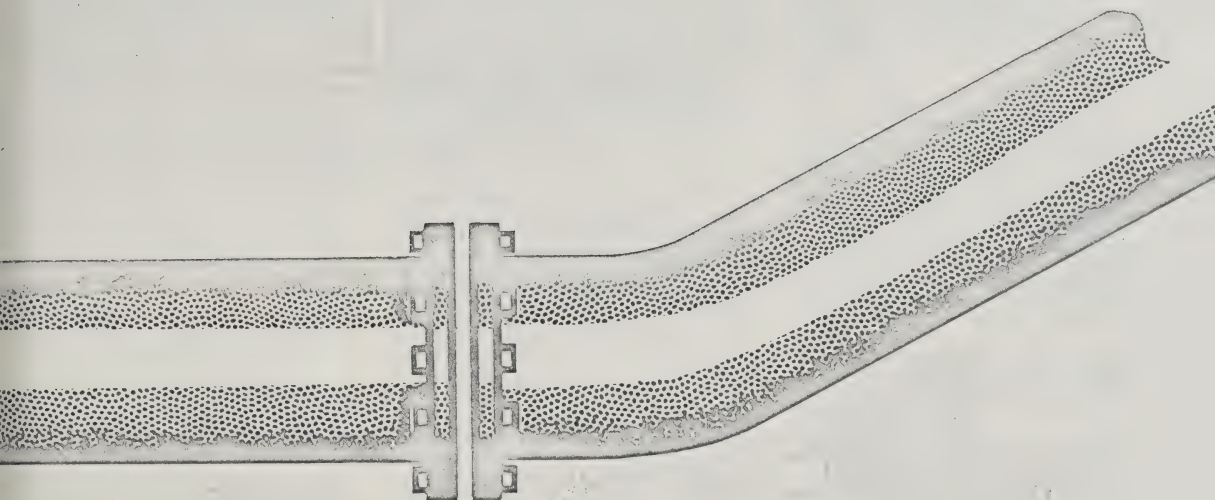
J. W. PREINER  
EDITOR

Published 6 times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein with credit to the Ontario Department of Labour may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.



ON BEING A SHORT HISTORY  
HOW WE MADE WHEELS  
RN AND LIGHTS BURN ,  
TH AN INTRODUCTION TO...

# NUCLEAR PLUMBING



From a practical point of view the utilization of heat to do work is a relatively simple idea. The most common method consists of a boiler where fuel is burned and the heat generated by this combustion causes water to evaporate and circulate under pressure in a piping system. The steam so produced is made to expand in a suitable turbine where the steam action imparts a rotary motion to the machine which in turn transfers the energy to the electric generator it is coupled to. Simple. It took, however, more than 1800 years from conception of the idea to the beginnings of this stage.

In the first century B.C. an Alexandrian engineer named Hero introduced a series of theoretical inventions designed to amuse and arouse the curiosity of the lords of the Hellenistic epoch. Miraculous little devices all powered by steam or "spiritous air" twirled little spheres, whirled altar figures, opened altar doors and blew ghostly trumpets. But since slaves were cheap and muscle power easily available at any market, Hero was understandably long on theory but short on all but trivial applications. No theorist of Plato's republic would do more than theorize. Indeed the name "mechanic" applied to a Greek was equivalent to questioning his genetic origin. Oddly enough at about the same time, a Roman contemporary of Hero's named Lucretius anticipated atomic theory and in a book called "The Nature of Things" described all matter as being made of minute shifting particles that were capable of collision. Mind, hand, boiler and atom, however, were to take several centuries to get together.

Hero's inventions twirled, whirled, tooted and along with Lucretius' theory and other historical bric-a-bac were quietly forgotten until centuries later when a series of gentlemen, notably Papin (1690), Savary (1698), and Newcomen (1705) began development of





mining pumps to provide ventilation and pump out water. Newcomen had married Papin's piston idea to Savery's boiler and produced the first truly practical steam generator. In 1792 James Watt, an industrious young engineer, refined the Newcomen device, complicated it here and there, and most important, transferred its energy from a push-pull to a rotary action. That motion variation led directly to the practicality of locomotives, riverboats and the wheels of industry. Coupled with Faraday's work on electrical fields and the subsequent development of rudimentary turbines, the steam driven electrical generator became practical and finally led to the massive electrical generating systems we have today. The introduction of controlled nuclear power as a heat source to produce steam just after World War II added still another stage to the evolution of boiler and pressure systems.

Out of burgeoning industrial growth, particularly in Ontario, came the need for safety. Since boiler construction was an imprecise art many early boilers were potential bombs capable of destroying entire plants. Contained pressures had a tendency to seek weakness and in an improperly built boiler cause a violent rupture of the container or a disastrous release of steam. Of all industrial accidents none was as spectacular or quite so deadly as boiler explosion. The history of steam generating plants was punctuated with loud bangs until the turn of the century when inspection of steam boilers was singled out for attention in the Ontario Factory Act. In 1910 the Steam Boiler Act consolidated inspection duties.

The Act, revisions and amendments to it over the next 40 years, became part of the comprehensive legislation to provide inspection of design and installation of new boilers both before and after commercial sale.

In 1951 The Boilers and Pressure Vessels Act was passed and came into operation in 1953. The Act incorporated improvements in existing legislation and centralized all facets of boiler inspection under one branch of the Labour Department.

The Act applied then as it does now to nearly all boilers and pressure vessels including refrigeration systems in factories, shops, office buildings and apartment buildings and has just recently been operating in the area of atomic power installations in the Province. However, boilers in private dwellings or in buildings designed for the accommodation of no more than four families were exempted along with boilers and pressure vessels used in agriculture.

## THE INSPECTION SYSTEM

The Branch inspection authority in Ontario extends from the design of the new boiler or pressure vessel prior to its manufacture and installation through to annual inspections throughout its life time. This authority applies to conventional systems and reactors. Units are inspected whenever major repairs are done and whenever they are sold or moved. Private insurance companies as well as government inspect pressure systems continually and insurance company inspectors have become an integral part of the inspection system. Briefly, the Boiler Inspection Branch inspection system operates as follows:

Designs for new boilers or pressure vessels are presented to the Chief Boiler Inspector for approval before manufacture and the designs are assessed according to applicable safety codes. In the case of nuclear reactors, the branch inspection and engineering team is involved in the early stages of design and development work that is connected with use, welding and general service qualities of the system. Once the reactor "goes critical" access to some devices will be severely limited because of radiation and heat so that this early involvement is most necessary. On approval, designs are registered with the Branch under a Canadian number. Under a newly devised code system, each individual unit is numbered and its history is recorded from the beginning of design until it is finally scrapped. A manufacturer may fabricate any number of boilers or pressure vessels based on the approved design, providing that each item is inspected and tested according to the limitations of first approval.

In the construction of major units a field inspector makes a personal examination at three stages of construction and he is empowered to stop work if unsatisfactory, may re-test the welders constructing the unit and subject the model to fatigue and welding tests.

The inspector then makes a final pressure test with

all pipes and fittings, except safety valves, attached. If they meet the requirements, the first certificate of inspection is issued and the unit is inspected annually thereafter.

If a boiler in a conventional system is sold, inspections are made annually either by a Departmental inspector or a registered boiler insurance company and Departmental inspectors are empowered to order out of operation any boiler they consider unsafe. They may, as well, order repairs on any unit and must inspect before its continued operation. In the case of reactors, inspection will probably be more frequent depending on the service type of the installation and its complexity. After a used boiler is sold, it must be re-inspected before operation by the new owner. Insurance company inspectors are required to notify the Department when major repairs are ordered and repaired boilers are re-inspected before they can be operated again. If an insurance company declines to insure a unit the Department is notified, assumes responsibility for an inspection, and if it finds any major fault, takes steps to remove the hazard by ordering repairs or removal of the unit.

## NUCLEAR INSTALLATIONS

The Department staff is currently involved in the inspection of the nuclear power installations on three principal sites and co-operates with the Atomic Energy Control Board of Canada in determining safety operating factors for new equipment as well as inspecting the reactors, boilers and circulatory systems during installation and operation. In the past, all units have been designed to operate at a safety factor of four or five. With the advent of new designs and introduction of new fabricating techniques, some allowance has been made in nuclear power installations for a lower safety factor of three e.g., the safety factor of a normal pressure vessel may be designated as five because of metal fatigue, vibration and various other factors that may reduce the safe operating margin of the equipment so that at the initial installation a unit must be designed to operate at five times its normal operating pressure. The new units and equipment used in reactors are allowed to operate at a lower factor of safety since new technology and inspection standards ensures that they are not subject to the same stresses.

Boiler inspectors are highly specialized, having themselves served an extensive apprenticeship and worked as journeymen mechanics, usually on marine installations. Generally marine experience seems to develop a high degree of competency since at sea spare parts are usually not available and the engineer must make ingenuity do the work of unavailable equipment. Every inspector candidate passes a stiff examination set by the Boiler Inspection Branch and conducted by the Board of Examiners of Operating Engineers. This examination culls out some 10 per cent of the applying candidates. Successful candidates are issued a certificate of competency which is applied for and renewed annually.

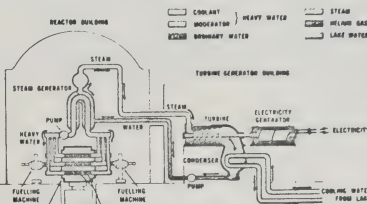
Joins in pressure boilers and pipes are usually made by welding so that all inspectors must be competent to conduct welding tests. All new welding procedures in connection with the boilers and pressure vessels are approved and registered with the Department and the welding operator is himself tested annually. New tests are also conducted after the operator changes his employment or the inspector is unsatisfied with the quality of his work. A successful welder is given, through his employer, an identification card which indicates the type and position of welding he is qualified to do.

## SAFETY INSPECTION AT DOUGLAS POINT NUCLEAR POWER STATION

The Douglas Point Nuclear Power Station just north of Kincardine on the east shore of Lake Huron is Canada's first full scale nuclear reactor for the production of electrical energy.

Since it is estimated that by 1980 the use of power reactors in Canada may result in savings of \$100 million in fuel costs for power plants the efficiency of this installation is of major importance to our economy. The station, which may begin operation in October of this year, is simply a thermal electric plant in which the source of heat for the boiler is the "splitting" of atoms instead of the burning of fossil fuels such as coal, oil or gas. The same sequence of producing steam in the boiler of the steam generator, mechanical energy in the turbine, and electricity in the electrical generator is

followed except that the exotic nature of the fuel, moderator, and coolant require superior safeguards during construction and operation. The inspection of those safeguards are the responsibility of the Boiler Inspection Branch.



This briefly is how Douglas Point will work.

The reactor is a steel tank, 20 feet in diameter and 17 feet long, through which pass 306 horizontal pressure tubes. Uranium fuel is placed in the tubes, which are surrounded by the heavy water moderator.

The heavy water moderator in the reactor tank slows down neutrons, produced by the fuel, to the required speed to split uranium-235 atoms. When struck by a slow neutron a uranium-235 atom splits into two pieces called "fission products" which fly apart with great energy. As these two pieces move through the uranium fuel—and they move only a few thousandths of an inch—they collide with other atoms causing the uranium to become hot.

Two or three fast neutrons, travelling at an average speed of 12,000 miles a second, are emitted when a uranium-235 atom splits. These fast neutrons must be slowed down to one or two miles a second before they split other uranium-235 atoms.

The Douglas Point reactor system is so arranged that the fast neutrons travel through heavy water where they bounce against heavy hydrogen atoms. These collisions reduce or "moderate" the speed of the neutrons. The slow neutrons then split other uranium-235 atoms, producing still more neutrons. Thus there is a continuous splitting of atoms (that is, a "chain reaction") and a steady generation of heat. To stop this "chain reaction" and shut down the reactor, the heavy water can be released into a tank beneath the reactor.

The heavy water "coolant" or heat transport medium—in a separate system and pressurized to prevent boiling—is pumped through the pressure tubes to transfer the heat from the hot uranium fuel to the steam generators. There the heat is transferred from the heavy water to ordinary water which is converted into steam. The steam is fed to a conventional steam turbine which drives an electricity generator.

Two remotely-operated fuelling machines, one at either end of the reactor, are used to insert fresh uranium fuel and to remove spent fuel.

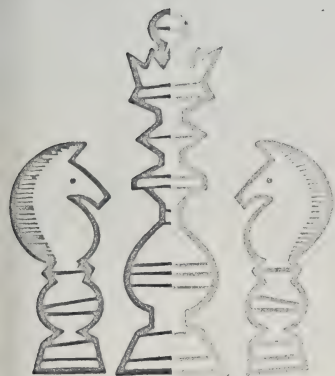
While the drawing is an oversimplification it should be noted that the inspection of the pressure system is an enormous responsibility because of the real complexity of the structure. Just the heavy water retention and recovery system requires thousands of welds, bellows seals and, wherever mechanical joints are used, double seals to prevent water loss. The reactor end fittings alone have nearly 2,000 mechanical joints. Since heavy water costs approximately ten dollars a pound and the calandria hold 142 tons of the liquid, each connection and every valve must be flawless, for the loss of even one gallon an hour could increase the cost of energy from Douglas Point by 25 per cent.

Safety devices must also work flawlessly for while Douglas Point is designed to be safe, here is what must happen for the public safety if the reactor's devices malfunction. If the heat rises dangerously and the reactor room floods with steam, the pressure it creates blows out side panels, releases and deflects the steam upwards to the dome where 400,000 gallons of water are released to flood and cool the pile. At the same time the calandria's heavy water is dumped which stops reaction immediately.

Douglas Point and the other power reactors planned for the future will cause the development of exciting new techniques and processes as the installations are built. As they emerge, the Department's Boiler Inspection Branch will grow and develop with them.







## department statistics

### CONCILIATION

The accompanying tables provide information on the volume of conciliation activity for the January-May period of 1966, and compares them with the same five months of last year.

The data for the first five months of 1966 show that more disputes were referred to conciliation officers than in the same period in 1965, but the rate of increase in such referrals was less than that of the preceding calendar year. For the January-May period of 1966, 558 disputes were referred to conciliation officers; an increase of 25 (5 per cent) over the disputes handled in the same period of 1965. However, 33,447 fewer employees were involved in the 1966 disputes than in those of the previous year, indicating that conciliation services were rendered in many smaller bargaining units. The proportion of disputes successfully settled

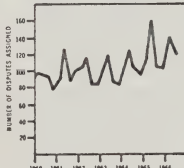
by conciliation officers increased to 53 per cent of the number in process; this compares favourably with 43 per cent for the same period of last year and an annual figure of 41 per cent for both 1964 and 1965.

Fewer disputes were referred to conciliation boards due to the higher ratio of successful settlement of disputes by officers. During the January to May period of 1966, 149 disputes were referred to boards compared with the 170 in the same period of 1965. Also, there were 54 settlements reached during hearings in 1966 compared to 59 in the same period of 1965; 74 boards filed reports in 1966 compared with 91 in 1965.

#### VOLUME OF CONCILIATION ACTIVITY JANUARY TO MAY, 1965 AND 1966

OFFICER STAGE	DISPUTES 1966	DISPUTES 1965	EMPLOYERS 1966	EMPLOYERS 1965	EMPLOYEES 1966	EMPLOYEES 1965
Process						
January 1	175	154	218	166	15333	18094
Referred during period	558	533	654	831	63202	96549
Total	733	687	872	997	78535	114643
Disposition						
Settled	281	204	319	209	22591	20041
Referred to Boards	149	170	182	203	22666	33951
No Board	93	93	112	304	10792	27288
Lapsed	6	4	6	4	176	793
Total	529	471	619	720	56225	82073

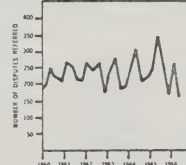
#### NUMBER OF DISPUTES REFERRED BY QUARTER TO CONCILIATION BOARDS



#### VOLUME OF CONCILIATION ACTIVITY JANUARY TO MAY, 1965 AND 1966

BOARD STAGE	DISPUTES 1966	DISPUTES 1965	EMPLOYERS 1966	EMPLOYERS 1965	EMPLOYEES 1966	EMPLOYEES 1965
In Process						
January 1	71	88	84	101	11935	16750
Referred during period	149	170	182	203	22666	33951
Total	220	258	266	304	34601	50701
Disposition						
Settled prior to hearings	12	12	12	15	1140	1507
Settled during hearings	54	59	63	69	6726	8799
Board Report	74	91	83	97	12163	21405
Lapsed	1	1	1	1	7	71
Total	141	163	159	182	20036	31782

#### NUMBER OF DISPUTES ASSIGNED BY QUARTER TO CONCILIATION OFFICERS



## LABOUR RELATIONS BOARD

In the last issue of this publication it was stated that subsequent issues will feature continuing statistics of cases handled by The Ontario Labour Relations Board during a three-month period. Beginning with this issue these statistics will be presented for a two-month period instead of for a three-month period.

#### STATISTICAL SUMMARY OF CASES HANDLED BY THE BOARD DURING APRIL-MAY 1966 CASES RECEIVED

In the two-month period April-May 1966, the Board received a total of 239 cases of all kinds, 29 less than in the same period of 1965.

Certification applications accounted for more than half of the 239 total (164), but were 27 cases less than the number for the comparable period in 1965. Combined termination and successor status applications decreased to 17 from 15 in 1965.

Fifty of the total April-May 1966 cases were unfair labour practice cases, just 4 more than the number received in April-May 1965. These 50 cases included 4 applications for declaration of unlawful strike, down 7 cases from 1965; 27 applications for consent to prosecute, up 16 cases; and 19 complaints of unlawful treatment in respect to employment, down 5 cases.

The number of cases received by the Board under "Miscellaneous Cases" declined to 8 from 16.

#### CASES DISPOSED OF

The total number of cases disposed of by the Board in the two-month period under review was 50 less than in the same period in 1965.

Of the total 219 cases, 159 were certification applications which represented a drop of 24 cases from the figure for 1965. Termination and successor status applications together decreased to 10 from 13.

Representation elections were held in 22 of the certification applications disposed of in April-May 1966, compared with 16 in the 183 such applications disposed of in the corresponding period in 1965. Of 1,441 eligible voters, 1,400 participated in the April-May 1966 elections, while 2,396 of 2,416 eligible voters participated in the April-May 1965 elections.

The total of unfair labour practice cases disposed of in the two-month period under review increased by 4 from 38 cases in 1965. The total included 4 applications for declaration of unlawful strikes, 3 less than in 1965; 19 applications for consent to prosecute, 7 more than in 1965; and 19 complaints of unlawful treatment in respect to employment, the same as in 1965.

The number of "miscellaneous" cases disposed of by the Board in April-May, 1966 declined to 8 from 35 in the comparable period in 1965.

A table of the cases dealt with by the Board during April-May 1966, compared with the same period in 1965 follows:

#### SUMMARY OF CASES DEALT WITH BY THE ONTARIO LABOUR RELATIONS BOARD APRIL-MAY 1966

Type of Case	NUMBER OF CASES FILED		DISPOSED OF	
	April 1966	May 1965	April 1966	May 1965
Certification	164	191	159	183
Termination	15	13	8	8
Successor Status	2	2	2	5
Strike Unlawful	4	11	4	7
Prosecution	27	11	19	12
Section 65	19	24	19	19
Miscellaneous	8	16	8	35
Total	239	268	219	269





## SUMMARY OF THE OPERATIONS OF THE INDUSTRIAL TRAINING BRANCH

### ACTIVITY OF THE BRANCH:

The Industrial Training Branch has the responsibility for the operation of a comprehensive on-the-job training program in Ontario. This effort has been expanded in the last two years in response to the growing shortage of skilled labour and the dearth of opportunity for unskilled people, compounded by rapidly developing technology.

The Branch implements the total OJT program through both long-term or apprenticeship, and short-term skill training, each designed to develop specific skills related to specific employment. In the conduct of apprenticeship programs, the Branch prepares regulations and standards defining the trade and maintains close contact with apprentices and employers. Financial assistance is provided by the payment of a subsistence allowance, and transportation and tuition costs during the formal school training of apprentices.

At the request of industry the Branch will provide assistance in assessing short-term training requirements, developing curricula, defraying part of the training costs including trainees' wages, and monitoring projects. Locating and placing trainees is carried out by the National Employment Service.

### I. BRANCH ORGANIZATION:

The Program Development and Promotion Division of the Industrial Training Branch is responsible for the development of training curricula, financial, instructional, and other arrangements necessary to designing and conducting apprenticeship and short-term on-the-job training. These standards must be constantly revised and updated. The programs are prepared in consultation with the interested parties, including employers, employee groups, advisory committees and educators.

The Division is organized to give specialized advice on training in skills relating to four areas; these are construction, motive power, service, and industrial

trades. Promotional activities of the division are designed to enhance the image of training on the job, and are directed at employers, educators, parents, organized labour, and prospective trainees, to encourage employers and members of the labour force to participate in it.

The Field Services Division of the Industrial Training Branch is responsible for promoting apprenticeship training among high school students and employers, guiding and counselling prospective and current apprentices, and carrying out inspections as required. The expansion and new duties of the Field Services Division offers protection to the public, employers, apprentices, and qualified journeymen by ensuring that apprentices obtain the necessary qualifications to become journeymen and that they are not exploited in the training process. The Division organizes local apprenticeship committees across the province which advise the Provincial Apprenticeship Committees on training priorities relating to each locality.

For full details about the industrial training programs now available, inquiries should be forwarded to:

The Industrial Training Branch,  
Ontario Department of Labour,  
74 Victoria Street,  
TORONTO 1, Ontario.

### II. APPRENTICESHIP

Apprenticeship is a systematic program of on-the-job and related classroom instruction designed to produce fully qualified tradesmen. Under the direction of a journeyman the apprentice becomes thoroughly familiar with the material, tools, principles, and skills required in the trade of his choice. Depending on the trade, the apprenticeship training period varies from two to five years. During that time the apprentice is usually indentured to an employer who is obliged to see that he is properly instructed in all aspects of the trade. The apprentice's obligation is to perform his job to the best of his ability, and on successful completion of the training he receives a certificate of apprenticeship.

Apprentices earn while they learn, being paid an increasing percentage of journeyman's rates as they progress through their apprenticeship period.

Apprenticeship training is available to any man or woman sixteen years of age or over, who has acquired at least a Grade 10 level of education. Persons lacking Grade 10 may obtain this qualification by night school or correspondence courses. Older workers who lack the educational requirement may be accepted for apprenticeship training in some trades on the basis of suitable experience in work related to the trade. Also, in certain trades the apprenticeship term is reduced by as much as two periods for those apprentices holding a Grade 12 diploma. Apprenticeship training is now available in more than one hundred and twenty trades.

There are generally two 10-week courses of classroom instruction associated with apprenticeship—a basic course at the beginning of the contract and an advanced one toward the end. The Ontario Department of Labour provides tuition fees, transportation costs to and from school at the beginning and end of each course, and a weekly allowance to cover food and accommodation while the apprentice is attending school.

Pre-apprenticeship training is in effect in the barbering, hairdressing and cooking trades, whereby the apprentice is assigned to a 20-week course at a Trades school immediately on registration of the contract or as soon as possible thereafter.

Prospective apprentices should first contact the Industrial Training Branch of the Ontario Department of Labour at either 74 Victoria Street, Toronto 1, or one of the district offices, where formal application for apprenticeship can be made. There they may receive expert counselling in choosing a trade suited to their qualifications and abilities. While the Training Branch will help as much as possible in obtaining employment, it is primarily the applicant's responsibility to locate an employer who is willing to undertake his training in the particular trade.

### STATISTICAL SUMMARY

Ontario's apprenticeship program has been in operation since 1928. Except for a low level of activity in the depression era, there has been steady growth in

both the numbers of apprentices in training and trades covered.

Statistics on the program are kept on the basis of trades with and without regulations and therefore the dates are presented separately for these two categories. A regulated trade is one in which a formal outline of training has been established by law. In the trades without regulations a program of training is approved by the Industrial Training Branch, but the Government does not give the program legal status through an Order-in-Council.

Table I shows the growth of apprenticeship in trades covered by regulations in successive 5-year periods from 1930 to 1960 and annually thereafter. Presumably in response to the high demand for skilled workers in the Province's industry, apprenticeship registrations increased by 39 per cent, completions by 27 per cent, and those active in programs by 18 per cent, within the 12-month period ending March 31st, 1965. During the following year, registrations and completions remained at approximately the same level, while those active in the program increased by 9 per cent.

Not all apprentices who registered in the program graduate as certified journeymen. A varying proportion, depending on the trade and economic conditions, drop out before they complete their training.

Table II compares registrations and completions for the first 5 months of 1966 with those of the same period in 1965, in each regulated trade. During the January to May period, 1966, 699 apprentices graduated, an increase of 97 (16 per cent) over the same period of the previous year.

The number of registrations of apprentices was only 12 greater in the 1966 period than in 1965 but there was an increase of 132 entrants, or 19 per cent, into the building trades. This suggests that the apprenticeship program is responding to the growing skill demands of Ontario's construction industry, with registrations up this year in the plumbing trade by 47, or 38 per cent, and in the electrician trade by 68, or 24 per cent.

The 8-year record of apprenticeship registration in trades with regulations is shown in Table III. Total registrations have doubled over this period, with the most significant growth taking place in the last three years. From 1958 to 1966 registrations rose 58 per cent in the building trades; 100 per cent in the motor vehicle trades, and 322 per cent in hairdressing. Within the building trades, electrician registrations doubled; plumbers increased 36 per cent; and sheet metal workers 59 per cent.

Table IV gives the distribution of apprentices by the period to which they have progressed in the apprenticeship program and indicates the approximate flow of journeymen into the labour market over the next 4 or 5 years. The program will supply a substantial number of trained workers in the building trade, especially plumbers and electricians, as the relatively large numbers now in the second, third, and fourth periods of training graduate.

The rapid growth of apprenticeship in trades without regulations, especially during the past three years, is indicated in Table V. Annual registrations in these trades increased by 420 per cent over the 6-year period, while the increase was only 83 per cent in trades with regulations. A large part of this rapid growth is due to the extension of apprenticeship training into additional occupations.

The record of registrations in five of the most significant trades without regulations is summarized in Table VI. Enrolment in tool-and-die-maker training has increased the most with registrations in 1966 being more than doubling those of 1964. In addition to the trades listed, programs have been approved for more than 120 others in which fewer apprentices are enrolled.

### III. SHORT-TERM SKILL TRAINING:

Not all jobs call for fully trained craftsmen or journeymen. Short-term training is a means of teaching specific skills on the job where complete trades training is not required. The training is carried out under full-time supervision by qualified instructors. The arrangements are somewhat similar to those for apprenticeship but the training is for a shorter period—usually no more than twelve months. As in apprenticeship, the trainee receives wages while he is upgrading his skills.





Depending on the complexity of the skill, short-term on-the-job training may be supplemented by classroom instruction. When this need arises, courses are arranged in co-operation with the Ontario Department of Education either at a nearby school, or, when a skill is more complex, at the nearest Provincial Institute of Technology. Each training curriculum is adapted to the company's and trainee's individual needs.

Whenever possible, skills are taught on a "block training" basis so that trainees have the opportunity

of acquiring a series of related skills and then, if they can qualify and wish to become apprentices they may be given credit toward journeymen status for their short-term on-the-job training and experience.

Short-term training is available in a wide range of occupations. Sewing machine operators, textile workers, miners, woodworkers, aircraft assembly fitters, lathe operators, foundry workers, welders, furniture makers, food processors, and leather cutters are representative of the short-term skill training programs under-

taken to date and such training will be provided in almost any skill area where a full apprenticeship is not required.

For the training of existing staff the Department of Labour reimburses the employer for instructional costs including salaries of instructors.

However, for training unemployed and unskilled persons the Department pays a portion of trainee's wages in addition to instructional costs.

## TABLES

TABLE I  
APPRENTICESHIP CONTRACTS IN TRADES,  
HAVING REGULATIONS 1930-1966

FISCAL YEAR	REGIS-TRATIONS	COM-PLETIONS	ACTIVE APPRENTICES AT MARCH 31st
1930	400	179	1,168
1935	11	29	319
1940	516	254	1,496
1945	516	103	1,531
1950	1,319	650	2,436
1955	1,603	1,129	5,587
1960	2,260	1,120	6,800

1961	2,261	1,551	6,949
1962	2,332	1,628	7,487
1963	2,682	1,573	7,207
1964	3,241	1,401	8,309
1965	4,243	1,789	9,813
1966	4,174	1,712	10,613

TABLE II  
APPRENTICESHIP CONTRACTS IN TRADES  
WITH REGULATIONS  
JANUARY TO MARCH 1966

TRADE	REGIS-TRATIONS	COM-PLETIONS	ACTIVE AT MARCH 31st
BUILDING TRADES	1965 1966	1965 1966	1965 1966
Bricklayer	704 836	186 132	3,452 4,380
Mason	41 27	4 14	106 114
Carpenter	58 81	15 17	296 365
Painter and Decorator	48 12	3 2	103 76
Plasterer	23 14	3 3	46 47
Plumber	121 167	44 48	775 936
Steamfitter	33 69	9 16	245 335
Sheet Metal	92 118	32 11	566 705
Electrician	247 331	76 41	1,284 1,691
Construction & Maintenance Domestic & Rural	2 2	—	2 8
MOTOR VEHICLE REPAIR	878 729	353 460	5,093 4,976
A) Mechanical	663 596	301 385	4,130 4,055
B) Body & Fender	154 113	51 86	915 843
C) Elect & Fuel	11 6	1 7	48 35
D) Auto Painting	—	—	—
Handresser	218 187	49 53	967 969
Barber	27 48	9 31	244 246
Air Cond. & Refrigeration	19 14	4 3	90 113
Watch Repairer	—	2	—
Cook	48	—	61 129
TOTAL	1,844 1,856	602 699	9,948 10,822

TABLE VII  
SHORT-TERM TRAINING PROGRAMS  
UNDERTAKEN AS OF JUNE 1st, 1966

TYPE OF SKILL	JAN.-MAR.	APR.-JUNE	JULY-OCT.	NOV.-DEC.	JAN.-FEB.	MAR.-APR.	MAY	TOTAL
Sewing Machine Operator	1	11	4	7	13	12	25	71
Textile Workers	1	1	1	1	3	2	3	11
Wire Welders	1	1	1	1	3	2	3	11
Miners	1	1	1	1	3	2	3	11
Assemblers and Fitters	1	1	1	1	3	2	3	11
Machine Operators	1	1	1	1	3	2	3	11
Woodworkers and Furniture Makers	1	1	1	1	3	2	3	11
Metal Fabricators	1	1	1	1	3	2	3	11
Other	1	1	1	1	3	2	3	11
TOTAL	1	12	27	11	17	32	27	168

TABLE IX  
TRAINEES CONTRACTED FOR AND GRADUATES BY OCCUPATION TO JUNE 1st, 1966

OCCUPATION	TRAINEES CONTRACTED FOR	GRADUATES
Acoustic Tile Applicator	20	—
Antenna Installers and Domestic Appliance Servicemen	39	—
Assemblers and Fitters	182	131
Auto Frame Maker	437	—
Auto Parts Assemblers	94	—
Beef Boners	12	—
Bowling Pin Makers	4	—
Butlers and Polishers	15	—
Business Machine Servicemen	72	—
Ceramic Workers	381	5
Chemical Process Operators	86	2
Electrical Appliance Workers	220	—
Electronic Equipment Assemblers	64	—
Fish Processors	—	—
Flexible Metal Tubing Workers	8	—
Foundry Workers	189	35
Furnace Builders	33	—
Furniture Makers, Woodworkers	2,762	80
Iron Assy Technicians	18	—
Laboratory Workers	12	—
Leather Cutters	41	6
Machine Operators	561	—
Maintenance Mechanics	35	—
Metal Cutters, Processors	1261	16
Metal Fabricators	114	—
Metal Spinners	261	—
Muners	242.9	29
Motor Rebuilders	18	—
Motor Winders	132	1
Nylon Plant Operators	22	—
Paint Processors	17	—
Pharmaceutical Workers	12	—
Plastics Workers	—	—
Polyurethane Workers	156	—
Precast Concrete Workers	9	—
Printing Machine Operators	12	—
Refrigerator Assemblers	139	—
Rivet Makers	20	—
Sawmill Operators	23	—
Sewing Machine Operators	452.8	404
Silk Screen Operators	10	—
Silvermiths	36	—
Solderers	138	—
Stator Winders	36	—
Small Motor Manufacturing	138	—
String Lusters	10	—
Textile Workers	1,052	275
Welders	13	—
Workmen	14	—
TOTAL	19,595	990

TABLE III  
APPRENTICESHIP REGISTRATIONS IN TRADES  
WITH REGULATIONS, 1958-1966

	1958	1959	1960	1961	1962	1963	1964	1965	1966
BUILDING TRADES	1093	1080	975	773	736	804	1030	1434	1719
Bricklayer	33	39	36	18	27	18	31	60	69
Carpenter	116	113	118	58	77	68	76	140	164
Electrician	365	337	292	287	278	304	419	525	730
Mason	2	4	1	—	—	—	—	19	21
Painter and Decorator	26	28	29	21	26	21	20	72	29
Plasterer	16	62	32	22	13	—	—	—	—
Plumber	243	263	235	174	147	156	222	270	329
Sheet Metal	160	127	156	142	124	177	167	220	254
Steamfitter	130	107	73	49	44	52	83	92	132
MOTOR VEHICLE	870	787	1109	1188	1190	1433	1688	2083	1736
A) Mechanical	701	647	867	946	937	1140	1310	1612	1263
B) Body Repairer	112	102	217	223	238	271	339	437	316
C) Elect and Fuel	29	18	11	19	15	22	19	14	45
D) Painting	28	32	4	—	—	—	—	—	—
Refrigeration and Air Conditioning	6	3	12	14	23	16	43	46	42
Barber	10	23	16	78	24	76	134	100	107
Handresser	190	171	177	260	368	546	373	527	464
Cook	—	—	—	—	—	—	—	55	85
Watch Repairer	—	—	—	—	—	—	—	1	7
TOTAL	2089	2064	2280	2261	2332	2682	3241	4243	4174

TABLE IV  
DISTRIBUTION OF APPRENTICES BY PERIOD OF APPRENTICESHIP  
AS OF MARCH 31, 1966

	PERIODS OF HOURS	FIRST PERIOD	SECOND PERIOD	THIRD PERIOD	FOURTH PERIOD	FIFTH PERIOD	TOTAL
Bricklayer	4 x 1600	24	50	22	20	—	116
Mason	4 x 1600	—	6	—	—	—	10
Carpenter	4 x 1800	96	92	87	77	—	352
Painter and Decorator	4 x 1600	11	—	—	—	—	80
Plasterer	4 x 1600	12	20	7	—	—	46
Plumber	5 x 1800	134	157	228	170	164	897
Steamfitter	5 x 1800	73	74	81	54	34	314
Sheet Metal	5 x 1800	114	150	119	139	140	662
Motor Vehicle Repair	5 x 1800	260	446	439	416	135	1,696
(a)	5 x 1800	484	925	1418	1242	940	5,009
(b)	4 x 1800	—	—	—	—	—	—
(c)	4 x 1800	—	—	—	—	—	—
(d)	Two Years	257	315	368	—	—	940
Handresser	3 x 1800	78	76	91	—	—	245
Barber	4 x 1800	15	26	32	26	13	112
Air Cond. and Refrigeration	4 x 1800	6	—	—	1	8	15
Watch Repairer	3 x 2000	90	30	6	—	—	126
Cook							
TOTAL		1654	2451	2909	2169	1430	10,613

TABLE V  
APPRENTICESHIP CONTRACTS IN  
TRADES WITHOUT REGULATIONS  
1960-1966

YEAR	REGIS-TRATIONS	COM-PLETIONS	ACTIVE AT MARCH 31st
1960	161	141	523
1961	149	149	550
1962	275	156	455
1963	311	114	553
1964	486	154	870
1965	948	178	1,529
1966	838	355	1,841

TABLE VI  
REGISTRATIONS IN THE FIVE MOST  
POPULAR TRADES WITHOUT REGULATIONS

TRADE	1968 JANUARY-MAY	1965 JANUARY-MAY	1964 JANUARY-MAY
Tool and Die Maker	159	122	70
Plant Electrician	16	18	6
Machinist	111	53	107
Lather	8	3	10
Millwright	54	20	12

TABLE VIII  
NUMBER OF TRAINEES ENTERING  
AND GRADUATES FROM  
SHORT-TERM TRAINING PROGRAMS  
THROUGH APRIL, 1966

MONTH	NUMBER COMMENCING TRAINING	GRADUATES
August 1965	76	0
September	72	0
October	93	36
November	275	20
December	245	34
January, 1966	392	135
February	132	185
March	538	181
April	604	787
May	787	990
TOTAL	3,472	990

SHORT-TERM  
TRAINING  
PROGRAMS





In all cases firms are expected to share substantially the government in total training costs. The share actually borne by employers and government are determined on the merits of each case. Short-term trainees are productive during their training period, but their output varies from one skill or occupation to another, but is assumed to average approximately 75 per cent of the minimum acceptable standard of a skilled worker. The value of the trainee's output may be considered his contribution to his training costs; the government and industry share in the balance in equitable way.

When training is concluded for the contracted number of trainees the firm is then on its own technically and financially if it wishes to continue its training program. The purpose of the short-term training program is not to provide a subsidy to industry but rather to develop within industry the incentive to develop its own manpower resources over the long term. However, if a company wishes to expand or modernize its operation and change its product, a new program may be arranged. Short-term training projects are organized at the request of employers wherever there is a definite need for more skilled workers and training is a practical way of meeting this need. The only requirement is, therefore, that applicants be unskilled or have a need for retraining or upgrading. Both unemployed and presently employed persons qualify.

These skill training projects are arranged directly with the employer with the Department of Labour. The employer in turn draws his trainees from within his

own plant or from the National Employment Service. Those unemployed persons interested in on-the-job training are required to register with the nearest N.E.S. district office, stating their desire for short-term training and indicating the skill of their choice. The N.E.S. will then refer applicants to an employer who is currently operating a short-term training project.

### STATISTICAL SUMMARY

The Department undertook short-term on-the-job training only a little more than a year ago. The need for the program has been confirmed by industry's response to this means of meeting its skilled manpower requirements. As of June 1st this year the Industrial Training Branch had 168 short-term training programs in operation and proposals for approximately 200 more in various stages of development.

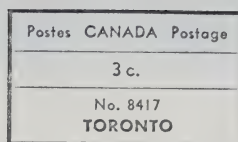
The existing and potential programs are in a wide range of industries, but to date most have been set up in the garment, textile, furniture and woodworking, and electrical equipment manufacturing industries. However, some of the larger programs in terms of numbers of trainees have been established in transportation equipment, foundries, chemicals, and mining.

Table VII shows the number of short-term training programs contracted for on a quarterly basis for 1965 and a monthly basis for 1966. From a small beginning of a single pilot project for sewing machine operators in the garment industry, a growing number of firms have utilized short-term training in an ever-widening spectrum of skills. Of the 168 programs operating at

the beginning of June, 41 were instituted in May, the greatest number started in any month to the present.

More meaningful measures of the progress of short-term on-the-job training are the numbers of trainees under instruction, and graduates. Table VIII shows that from August, 1965, to April, 1966, the number of recruits to short-term training rose from 76 to 604 per month, an eight-fold increase. Since most courses are still in progress, the number of graduates is much smaller, but they began to appear in October and numbered more than 180 in both March and April of this year.

The wide range of skills provided for under the short-term training programs is indicated in Table IX. Commitments have been made to assist in training substantial numbers in areas of skill shortages, particularly sewing machine operators, textile workers, welders, miners, and furniture makers and woodworkers. However, the data on graduates show that a significant contribution to the labour supply has already been made in some of these areas, while in others it is just beginning to get under way.



## a view from the house

Safety gates and other emergency stopping devices, adequate lighting for night use, legible warning signs, competent attendants at loading and unloading stations, adequate clearances between fixed obstructions and the path of travel of the lift passengers are among the prescribed devices to ensure safety.

Individual skiers are required to use safety straps or automatic release harnesses so the ski cannot become free and endanger other persons and they are forbidden to pass under or near a lift in a manner which could cause injury to the skier or any person. The maximum penalty for breaches of the new regulations is a \$1,000.00 fine.

### AMENDMENTS TO THE OPERATING ENGINEERS ACT:

This Act has established a new method of rating boilers, compressors, refrigeration equipment and other related plants. The Horse-power basis of rating was replaced by a therm-hour rating because the former is not a sufficiently accurate gauge of either power output or intrinsic hazards in the operation of plants.

To effect a satisfactory transition to this more realistic system of control of plant operation, the new Act establishes the formulae for translating horsepower ratings of existing plants into therm-hours. It also defines more clearly the types of plants and classes of operating engineers and operators required to operate them.

### REGULATIONS UNDER THE INDUSTRIAL SAFETY ACT, 1964 GRAIN ELEVATORS

In 1945 a major dust explosion at Port Arthur led to the enactment of the first regulation in Canada which provided measures for the prevention of dust explosions in terminal grain elevators. Amendments were made in 1957 and under O. Reg. 225/65, the regulations were extended to apply not only to terminal elevators but also to feed mills, country elevators, flour mills and seed cleaning plants.

Adequate exhaust ventilation and enclosure of dust creating operations are prime requirements where combustible dusts are present.

The new regulations enacted in September 1965, state that new grain elevators must be constructed of non-combustible materials and that structural supports must have a fire-resistive rating of three hours or a

sprinkler system. All surfaces must be smooth and free of crevices to prevent excess dust from settling and accumulating.

A minimum of one square foot of explosion-venting area must be provided for every 80 cubic feet of volume contained within each room or building where grain is present.

### FOUNDRIES

The first regulation establishing detailed requirements for this class of industrial establishment has been in effect since 1964. There are many hazards, peculiar to this specialized industry, which are being combatted by the Branch. The dusts and gases produced in these plants are a major health hazard and proper ventilation is of great importance.

Some of the regulations in the Act are:

- All new foundries must have a ceiling height of at least 16 feet;
- All surfaces on which dust can gather must be kept damp;
- Employees must be supplied with safety goggles, leggings, safety shoes and proper respiratory equipment where their duties warrant them;
- Depending on the type of metal cast, the foundry must be ventilated with a volume of at least 2,500 to 5,000 cubic feet of air per minute for each ton of the maximum number of tons of metal poured in an eight-hour period, and 500 to 1,000 cubic feet per minute of air for each person employed in that eight-hour period.

The Librarian,  
Legislative Library,  
Ontario Government,  
Parliament Buildings,  
Queen's Park,  
Toronto 7, Ont.

This is the second in a series designed to acquaint readers with some of the contemporary legislation introduced by the Ontario Department of Labour.

### ADDITIONAL AMENDMENTS TO THE HOURS OF WORK AND VACATIONS WITH PAY ACT:

This amendment as of July 1st, 1966 entitled employees to two weeks vacation with pay for each year of employment after completing 36 months of continuous non-continuous employment with that employer. Non-continuous employment means broken periods of employment over any length of time, which, when added together, total 36 months.

Once the employee has worked for more than 36 months, and resigns or is fired, he qualifies for pay in lieu of vacation, at a rate of four per cent of his earnings during his period of employment.

Also, any minimum employment period for an employee to qualify for vacation pay has been withdrawn. The three-month employment minimum and the previous possible penalty for absenteeism has been removed.

### AMENDMENTS TO THE ELEVATORS AND LIFTS ACT:

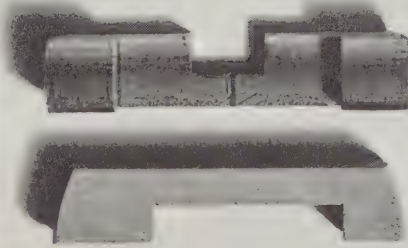
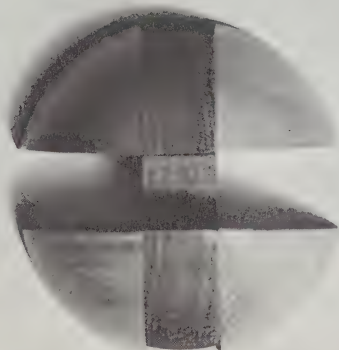
The regulations were extended to provide detailed requirements for the design, installation and use of belt, tow, surface lifts and chair lifts. The regulations were successfully applied on a trial basis for over a year through the co-operation of the winter resort operators having such equipment.



s from the Ontario Department of Labour  
me I Number 4, December 1966

# Task

Government  
Publication

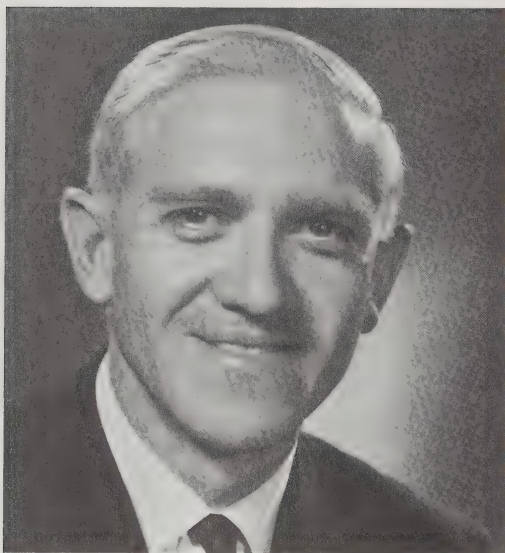


CA2 ON  
L  
T10





Ontario's new Minister of Labour  
Hon. Dalton Bales, Q.C.



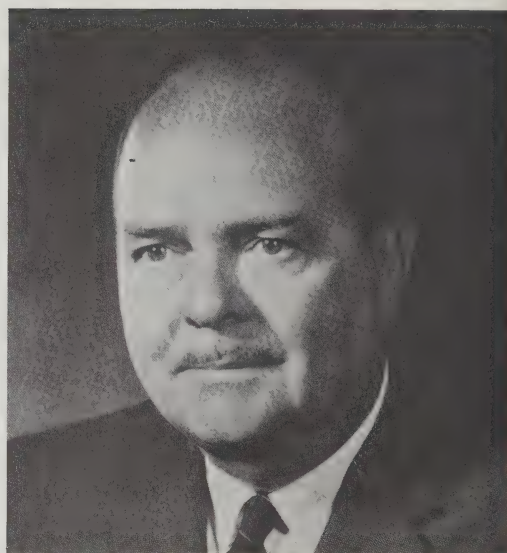
Ontario's new Minister of Labour is the Honourable Dalton Bales, Q.C., member of the Legislature for York Mills since 1963. His appointment to this portfolio on November 24th, 1966 climaxes a long and varied career of public service.

Mr. Bales entered municipal politics in 1958 when he was elected to the North York Township Council. He was re-elected in 1960. During this period in the history of the rapidly growing municipality, he served as Chairman of North York's Industrial and Works Committees and from 1960 to 1965 as Chairman of the North York Board of Health.

Since his election to the Legislature, he has served as Chairman of the Standing Committee on Legal Bills and Labour, the Select Committee on Election Laws, and as a member of the Select Committee on Mining.

A graduate of Osgoode Hall Law School, Mr. Bales was called to the Bar in 1949 and was made a Queen's Counsel in 1962.

Ontario's new Minister of Financial and Commercial Affairs  
Hon. H. L. Rowntree, Q.C.



The Honourable H. L. Rowntree, Q.C., is Ontario's new Minister of Financial and Commercial Affairs.

He had been Minister of Labour since 1962. Mr. Rowntree assumes his new portfolio after ten years of service in the Ontario Legislature. He was first elected in the by-election of 1956 for the Toronto Riding of York West. Re-elected in 1959, he served as Chairman of the Private Bills Committee, headed a Select Committee investigating the cost of Drugs, and became a member of the Ontario Hospital Services Commission. In 1960 he was appointed Minister of Transport and during this period introduced the Motor Vehicle Accident Claims Fund to replace the Unsatisfied Judgement Fund.

In his tenure as Minister of Labour, Mr. Rowntree re-organized and expanded the services of the whole department. He also served as a member of the Treasury Board, and was appointed House Leader of the Legislature for the 1965 and 1966 sessions.



# Task

Hon. Dalton Bales, O.C.  
Minister

J. W. Preiner  
Editor

Editorial Board :

T. M. Eberlee  
Deputy Minister

R. M. Warren  
Executive Director, Manpower Services

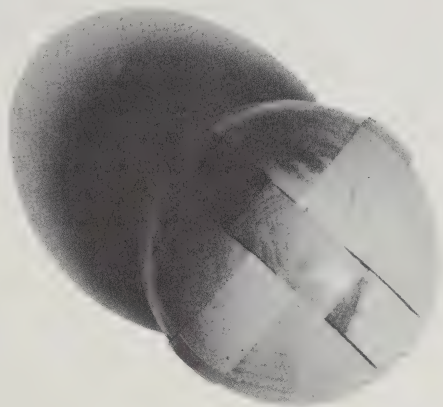
C. G. Gibson  
Director, Safety & Technical Services

J. R. Kinley  
Director, Research

Mrs. L. R. Betcherman  
Director, Women's Bureau

J. D. Burge  
Chief, Public Relations and Information Services

4	67 Years Later
10	Working Women and Day Care
13	Department Statistics
14	People and Events
16	View from the House



Cover photo :  
Rob Gordon (Howard Anderson Photography Ltd.)

**Cover**  
Most government departments are comprised of many groups fitted together into a working entity. Our feature story deals with the organization and growth of the Ontario Department of Labour. Hence the cover, many different parts fitted together, with each part relying on the others to form one cohesive and efficient body.

**Christmas**  
Each year at this time, most editors face the same dilemma – how to deliver a very simple message to readers in a new and perhaps provocative way. Since it is the first year for our publication we thought this message best expressed this way. Please accept our sincere wishes for a Merry Christmas and a Happy New Year.

# 67 Years Later

As the Ontario Department of Labour celebrates its 67th birthday, it looks confidently to the future. It does so with a strength and maturity gained during the years between its quiet inception in 1900 and its present position as a very active and important part of the Ontario Government.

Except for a few periods of stress and strain the growth of the Department has been gradual. Traditionally it was regarded primarily as a regulatory body both in the labour relations area and in the field of working conditions generally. In the last few years, however, the Department has added several new dimensions, and it is now most concerned with helping people to meet and benefit from social and economic change.

In the reorganization of the Department, all branches and their services have been carefully examined. The area of legislation, which is the heart of any department, has been thoroughly revised and updated. In recent years there has been a steady stream of new legislation including: The Minimum Wage Act for men and women, Industrial Standards, Industrial Training, Workmen's Compensation, new safety legislation and a host of others. New branches and divisions have been created as the Department has grown to play a larger and more active role in society.

The Department of today divides into four distinct divisions. One division involves the safety of workers and the general public and is grouped under the general heading of Safety and Technical Services. The Manpower Services Division is responsible for Industrial Training, Labour Standards, the Women's Bureau, the Office of the Athletics Commission and Information Services. Labour-Management Relations are handled by the Labour Relations Board and Conciliation Services. Another division covers the work of the Research Branch, Human Rights Commission, Personnel, Legal, Accounts, and Systems and Automatic Data Processing.

## Group 1 – Safety and Technical Services

The activities of this group have already been described in a previous issue (Volume 1, No. 2, May). However, some background on their evolution might be of interest. The Safety and Technical Services Division, created in 1965, acts in essence as a coordination head for the activities of the five Safety Branches. These Branches consist of Industrial Safety, Construction Safety, Elevator Inspection, Boiler Inspection and the Board of Examiners of Operating Engineers. The Division conducts four main types of activities in the development and administration of safety legislation: studies of hazards and their control, approval of designs, licensing of installations and the enforcement of statutes and regulations. All five Branches are responsible to the Office of the Director of Safety and Technical Services who directs, supervises and coordinates their activities. The Director also furnishes liaison with the Labour Safety Council of On-

tario and other Government Departments, Commissions and Boards.

The many changes in the Safety Services during recent years included the following:

- a) A new Industrial Safety Act was enacted in 1964. The existing Factory Inspection and Engineering Services Branches were united and drastically reorganized to create the new Industrial Safety Branch. New inspection scheduling and follow-up systems along with an expanded province-wide inspection staff were introduced. A new recruitment system for inspection staff was introduced and is now being supplemented by a new staff training program;
- b) new foundry regulations were introduced as well as new grain elevator regulations;
- c) the introduction of a completely re-written Boilers and Pressure Vessels Act allowed considerable expansion and strengthening of the boiler inspection staff.
- d) a new Operating Engineers Act was enacted and a Board of Review representing Labour and Management was established to advise the Minister on legislation and other matters concerning the safe operation of plants.
- e) the Construction Hoists Act was passed in 1961, amended in 1961-62 and 1962-63. The Regulations were adopted in 1962;
- f) the Construction Safety Act and Regulations were established in 1962. Subsequently, amendments were introduced in 1963 and 1965;
- g) several amendments were made to the Elevators and Lifts Act and regulations. The Province took over from insurance companies all elevator inspection. In order to provide and improve its services the elevator inspection staff was doubled;
- h) new ski-lift safety regulations were introduced.
- i) a province-wide construction safety inspection system operated by the Municipalities was introduced and there are now more than 250 inspectors enforcing the Construction Safety Act. A training program for municipal construction safety inspectors was established to facilitate the development of these people;
- j) new regulations for work underground and in compressed air were introduced. Closer inspection of underground work has reduced the frequency of cases of the bends to a minimum;
- k) several amendments have been made to the Trench Excavators Protection Act.

## *The Labour Safety Council*

The Council, while not officially a member of the separate safety group, was first established in 1962 to coordinate programs at policy level and advise on all matters of safety education, enforcement and accident prevention. The Council has recently been re-organized, its scope broadened, membership enlarged and permanent staff has been assigned to an executive director. While



the current structure is quite new, the Council has already provided a grant to the University of Toronto to commence a study into the underlying causes of accidents. Several other projects are in the initial planning stages and include a study of safety legislation to determine any overlapping or deficiencies that may exist.

In summary, during recent years every statute in the safety field has been re-written or amended and updated, enforcement capability has been greatly expanded and new and complementary approaches have been adopted. In addition, the Workmen's Compensation Board, a sister organization reporting through the Minister, has established a Safety Education Department to oversee and coordinate the operations of the Safety Associations. New stronger lines of cooperation between these Branches and the Board have been established.

## **Group 2—Manpower Services**

### *Industrial Training*

Earlier this year, all branches concerned with the quality, quantity, protection and productivity of the work force were brought together under one division called Manpower Services. One member of this group, the Industrial Training Branch, works with thousands of businesses across Ontario in an effort to help them train and upgrade their own workers on the job. Another, the Labour Standards Branch, is continuing its efforts to prevent the wasteful exploitation of the work force by establishing and maintaining basic working conditions and standards which apply equally to men and women.

There is little need to stress the serious problems that have arisen in industrial Ontario in connection with the provision of adequate numbers of skilled persons to man our industries. A good deal has already been written about the now standard proposition that informal training methods or immigration are no longer enough, since these reliances do not even supply initial needs or offer adequate solutions to problems posed by a rapidly expanding economy. In 1962 the Department was already faced with the paradox of thousands of skilled and semi-skilled job opportunities and thousands of untrained workers and unemployed persons without the qualifications to fill them. The most obvious, although one of the most difficult solutions was the training and retraining of workers and potential workers to fill the province's manpower needs.

The Apprenticeship Branch had existed in the Department since 1928, and while it operated well within its jurisdiction there was need for an auxiliary system that was capable of retraining large numbers of people very quickly. The Apprenticeship Branch became the Industrial Training Branch responsible for two training methods, Long-Term Apprenticeship and Short-Term Skill Training. Inspection, counselling and administrative staff were increased from 90 people to more than 220,



many of them training specialists. The new Industrial Training Services are characteristic of the way in which the Department helps facilitate adjustment to change for both workers and employers.

The specific operation of the Branch has already been described in Volume 1, No. 3, August. The Branch objective has become much more than the simple training of individuals and it has geared its training system to co-operate with industries in their desire to carry out programs, adopt the re-training habit and gain training know-how so that labour supply will not lag behind demand.

These are the major changes in Industrial Training :

- a) a new and flexible on-the-job training program was instituted to meet industry's current and projected needs for skilled workers. The apprenticeship system was strengthened with many new trades programs added ;
- b) introduction of the new Apprenticeship and Tradesmen's Qualification Act, 1964 ;
- c) compulsory certification was introduced to protect electrical, barbering, plumbing, steamfitting, sheet-metal, watch-making and air-conditioning trades ;
- d) a new industrial Training Branch was formed to absorb the old Apprenticeship Branch. In keeping with this change, the administration was reorganized and strengthened. Additional training development and promotion staff were added to complement the existing staff of the old branch. A vastly enlarged province-wide field staff and full-time resident counsellors were added ;
- e) the sweeping changes in this area were accompanied by a large-scale promotion program designed to make services known, raise the status of on-the-job training, etc. ;
- f) trade Advisory Committees were strengthened and expanded.

#### *Labour Standards*

The Labour Standards Branch was created in late 1963 to administer the Department's legislation pertinent to the economic well being of the work force in Ontario. The nucleus of the Branch was the Industry Labour Board which for many years controlled some of the statutes that are now part of the Branch.

The Branch is responsible for the following :

- a) *Minimum Wage Act* – Where a worker is not protected by a collective agreement or an effective industrial standards schedule, it has been found necessary to protect him with a minimum wage. The current minimum hourly wage rate is \$1.00 per hour for all employees in the Province and \$1.25 per hour for persons in the construction industry ;
- b) *Hours of Work and Vacations with Pay Act* – This establishes a work-maximum of eight hours a day and a forty-eight hour week. Where overtime hours are required, the Branch controls this procedure under an industrial permit system. As a result of relatively recent legislation, every worker is now guaranteed a vacation with pay which entitles a person with one year of service to one week of holiday based on two percent of the worker's annual gross earnings. Employees with three or more years of service receive two weeks vacation calculated at four percent ;

c) *Wages Act* – Each worker is protected by a plan which makes it mandatory for an employer to provide the employee with a wage statement for each pay period ;

d) *Industrial Standards Act* – Specified industries in designated zones have fixed schedules of wages and working conditions which provide for trade rates and conditions of employment comparable to trade union contracts. These schedules effect practically all of the construction trades, the garment and needle trades and the barbering industry ;

e) *Fair Wage Schedules on Government Contracts* – This regulation ensures fair wages and working conditions for all workmen employed by a contractor or sub-contractor doing work on roads or building structures for the Department of Highways, Public Works, Water Resources and the Ontario Housing Corporation. This policy also protects a contractor from unfair wage competition ;

f) *Employment Agencies Act* – This legislation provides for the licensing and regulating of employment agencies and is applied to any business which for a fee, either assists employers to find employees or helps people to find work.

The programs of the Branch are supported by a fully trained field staff of fifty Labour Standards Officers.

#### *Women's Bureau*

Canada's first Provincial Women's Bureau was founded in Ontario in 1963 in recognition of the fact that women constituted one-third of the total labour force. The service of the Bureau and its overall task is to examine the nature, needs and extent of participation of women in the labour force. It plays a major role in encouraging and promoting maximum employment opportunities for women of the Province and assists them in integrating into the labour force as effectively as possible by advising them of areas of employment, statistics and training opportunities available to them.

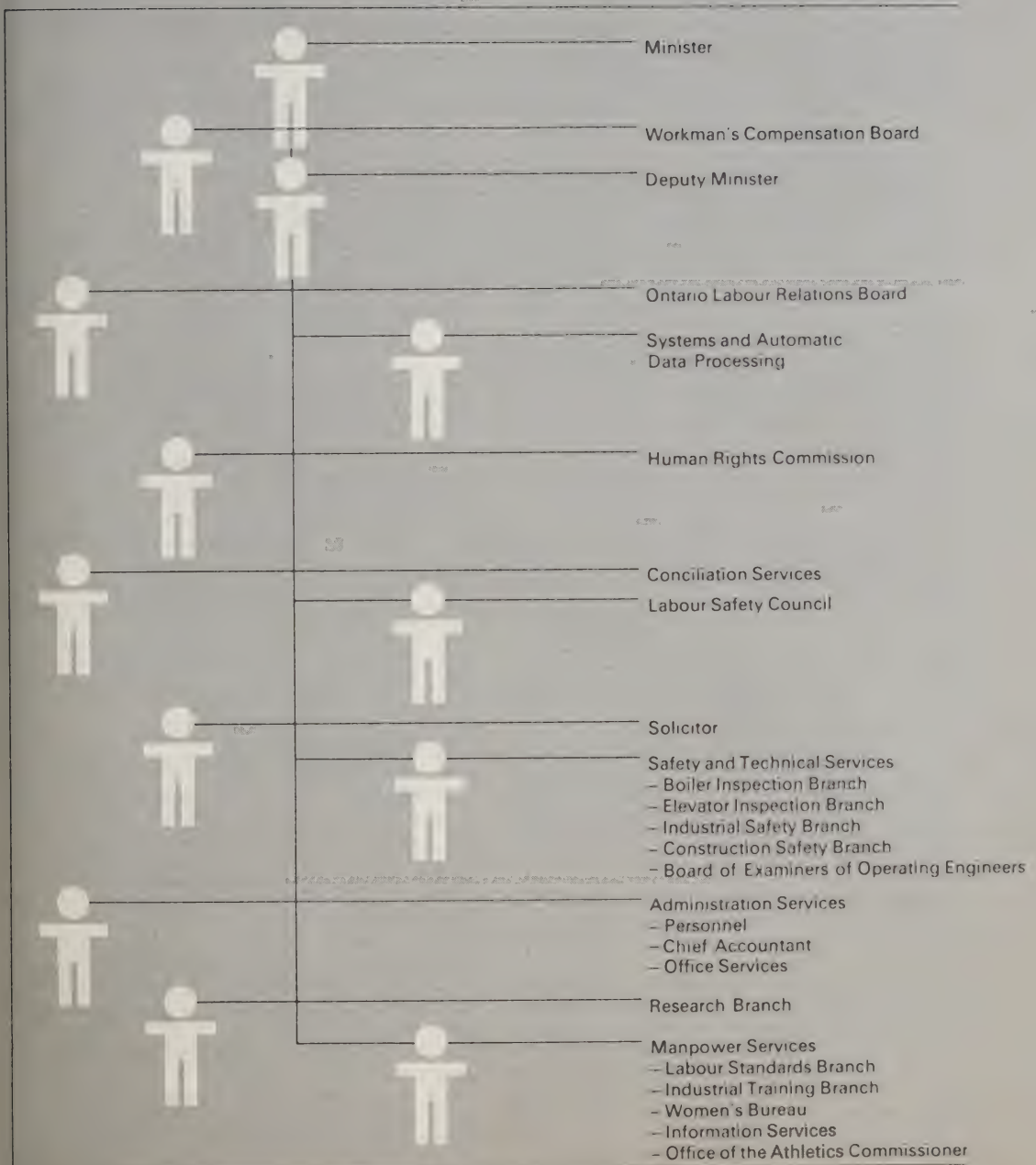
#### *Public Relations and Information*

The Public Relations and Information Branch was re-organized and expanded this year in an effort to create public understanding of the Department's programs and activities. The Branch arranges exhibits throughout the province, provides liaison with the communications media, oversees and directs promotion and media campaigns for the general public, publishes a magazine and many pamphlets, and brochures and booklets containing helpful information on activities and services available within the Department.

#### *The Office of the Athletics Commissioner*

The Athletics Commissioner assists in the administration of the Athletics Control Act and Regulations made under the Act. The Office was established to supervise boxing and wrestling in Ontario, and as such, it supervised the licensing, taxing and the operation of boxing and wrestling events on a purely professional basis.

Emphasis has been shifted from a purely regulatory function in the area of professional sports, to the assistance, promotion and encouragement of organized and amateur sports and sport associations through the providing of equipment and grants to minor athletic clubs





throughout the Province. Each year since 1962 the Commissioner has planned the systematic promotion and assistance of a particular amateur sport activity. To date substantial contributions have been made to track and field, women's softball, lacrosse, basketball, football, volleyball, field hockey and soccer.

### **Group 3—Labour-Management Relations**

The promotion and maintenance of harmonious labour-management relations is the main purpose of both the Labour Relations Board and the Conciliation Services Branch of the Department. Their functions are determined and guided by "The Labour Relations Act" which establishes ground rules for collective bargaining between labour and management.

The Ontario Labour Relations Board administers a large part of "The Labour Relations Act", including the following major areas of jurisdiction: certification of trade unions as bargaining agents, termination of bargaining rights, declarations of unlawful strikes or lockouts, complaints of unfair labour practices, and permission to prosecute for alleged violations of the provisions of the Act.

The Board consists of a chairman, vice-chairman, four deputy vice-chairmen, four employee representatives, and four employer representatives.

Changes in Board operations in recent years have been:

- a) the Board has given reasons for its decisions in detail for the guidance of parties appearing before it;
- b) it has streamlined procedures in dealing with the construction industry to take account of the special labour-management problems in this industry;
- c) it has evolved a special approach to deal with complaints of discrimination in employment for trade union activity by allowing these complaints to be initially investigated and, if possible, resolved by a field officer;
- d) it has also introduced a pre-hearing representation vote procedure. The net result of these changes has been to reduce the occasions when formal hearings are necessary and to facilitate the handling of applications and complaints before the Board.

The Conciliation Services Branch's main function is to assist labour and management in resolving disputes when negotiations between an employer and a union have broken down. The Department provides these services on the request of either or both parties after approval has been granted by the Minister for such services.

Conciliation Services are available at two levels. The first is provided by the staff of the Conciliation Services Branch which includes a director and 12 conciliation officers.

At this level, a conciliation officer is appointed to bring the parties together and assist them to reach a mutually satisfactory agreement. Should this attempt fail, "The Labour Relations Act" provides a second level by which the Minister may establish a 'no Board' or a Board of Conciliation consisting of three members as follows: an employer representative, a union representative and a neutral chairman.

The conciliation board's report, seven days after its

release by the Minister or 14 days after the Minister advises the parties that 'no Board' will be set up, ends the formal proceedings under the Act. If there is still no agreement, the union is free to strike or the employer may lock out employees.

After the formal proceedings have been completed the conciliation officers, on request or otherwise, often resume mediation of the dispute. Their efforts at this stage frequently avoid strikes or lockouts or settle them after they have occurred.

The conciliation services have been expanded and re-organized within the last year, and it can be expected that they will participate to an even greater extent in the settlement of labour-management disputes.

### **Group 4—Special Services** *Research Branch*

While research had been conducted by the Department for some years, it was primarily restricted to the area of labour-management relations. Early in 1965, however, the Minister announced expansion of the Research Branch. The new Branch provides information needed in formulating policy, legislation, programs, and administrative practices. To accomplish these ends the Branch works for the senior officers and operating Branches of the Department in areas where administrative data and personal analysis of experience may be insufficient guides to policy development and program evaluation. Some of the major projects the Branch has undertaken:

- a) a collective agreement library;
- b) re-organization of Conciliation Branch statistics;
- c) analysis of collective agreements in the areas of hours of work and vacations with pay legislation and training provisions;
- d) basic work on collective bargaining trends; preparation of data on strikes and lockouts in Ontario and on contract settlements;
- e) an evaluation of hours of work and vacations with pay legislation;
- f) initial work on the design of a wage data service for the Province;
- g) a study on the need for safety statistics;
- h) a study of occupational trends in Ontario for use in making projections;
- i) the evaluation of training arrangements in particular trades.

To service all areas of the Department, a new Library has been formed under the direction of a professional librarian. The Library is attached to the Research Branch.

### *Human Rights*

The Human Rights Commission is responsible for the administration of the Ontario Human Rights Code which came into effect in 1962 and is a consolidation into one law of all Human Rights Legislation passed by the Provincial Legislature since 1944. The Code is designed to give basic protection to all from discrimination in employment, housing, publications and public accommodation. A permanent administrative staff is assigned duties of investigation of complaints, all Code infractions, conciliation, establishment of Boards of Inquiry and if necessary, prosecution. While its work is in a

basically delicate area, the Commission has in the last four years instituted the following programs:

- 1) The signing of the Declaration of Equal Employment Opportunities Agreement with the Association of Professional Placements Agencies and Consultants.
- 2) Establishment of Mayors' Committees in potentially volatile areas throughout the Province. The Commission assisted in the establishment of Mayors' Committees in Amherstburg and Kenora following conflicts relating to minority groups in both cities.
- 3) Signing of Agreement with the Urban Development Institute to guarantee non-discrimination in the rentals and sales of apartments and houses.
- 4) On July 1st, 1966, The Age Discrimination Act went into force. It seeks to remove barriers to employment faced by older workers on grounds of age.
- 5) The Commission has developed a three-point program of conciliation, education and research. A series of publications has been prepared, including some eight different brochures and pamphlets, published in eleven different languages. The official journal, *Human Relations*, is published twice a year and has a circulation of over 100,000 throughout the province. A series of film programs for representatives of community agencies are available.

Conferences and meetings with ethnic organizations and community agencies are arranged upon request, and displays, exhibits and public service announcements can be produced on radio and television.

Human Rights research includes two studies completed by the Departments of Sociology of McMaster University and the University of Windsor. They deal with discrimination in housing and employment encountered by Negroes and Japanese Canadians in Hamilton, and Negroes, Chinese and Italians in Windsor. Six masters theses were completed by students of the School of Social Work of the University of Toronto on the conciliation and education work of the Commission.

- 6) The signing of the Declaration of Fair Housing Practices with the Ontario Association of Real Estate Boards last June affirms the Association's support of the Ontario Human Rights Code.

- 7) Two regional offices were opened, one in Windsor and the other in Port Arthur, each staffed by a Human Rights Officer, to extend the Commission's services to minority groups in those areas. The program of the Port Arthur office is particularly concerned with the plight of Indians in Northern Ontario.

- 8) The Commission hosted the First Inter-Provincial Conference of Human Rights Administrators in May, 1966. It will also host the nineteenth annual Conference of Commissions for Human Rights in July, 1967. International in scope, the conference encompasses some 32 state and provincial commissions, over 100 municipal commissions, and representatives of federal human rights agencies in Canada and the United States. Observers from Great Britain are also expected.

#### *Personnel Branch*

The Personnel group has existed as an entity since 1956, and since that time has been expanded from a one person enterprise to a unit consisting of 13 people who

operate in the following areas: job classification, recruitment, staff training and development. An extensive staff training and development program has been created which involves employee indoctrination for new personnel and retraining of current staff.

A detailed study of the administrative practices and procedures of the Department was recently completed in cooperation with the Government's Organization and Methods Services. Improvements are being implemented to streamline reporting of procedures and collection of operating data. Over a period of four years, records, inspection scheduling and follow-up systems will be transferred to a Data Processing System.

#### **Conclusion**

In conclusion it may be said that the Department of Labour is truly a product of the twentieth century. Born quietly in 1900, scarred by two world wars, and seasoned by a depression, the Department has come abreast of the explosive economic and social changes since 1945. The sweeping innovations of the 1960's may only be a shadow of things to come as the Department strives to assist the people of Ontario during the remainder of the century. Whatever these changes, they will be based on sound research, consultation, and communication with the world the Department serves. Professionalism and involvement will continue to be the guiding principles on which the Department operates.

It is becoming increasingly obvious that existing day care facilities are inadequate for an expanding economy that is threatened with serious labour shortages.

At the end of 1965 there were 391 nurseries, both public and private in Ontario, with a total capacity of less than 15,000. Of these only 41 receive government subsidy—20 all-day and 21 half-day centres. Of the 20 all-day nurseries receiving public support, 13 were in the city of Toronto.

The most recent statistics available on working women and their children are from the 1961 Census. They show that in 1961 there were approximately 366,000 working wives in Ontario, representing one-quarter of all husband-wife families. One-half of the working wives had children under fifteen, a total of 350,000 children. At the same time there were 96,000 children under age 15 with only one parent. Of these children, one-third or about 32,000 were under age six.

Assuming that the same proportion, one-third, of the children of working wives were under age six, we can estimate that there were possibly 115,000 children with both parents plus 32,000 with only one parent, or a total of 147,000 children in Ontario who were potential users of day nurseries in 1961. Today, five years later, the need is surely greater. There are approximately 100,000 more married women working than in 1961.

In the Toronto public nurseries 90% of the children come from low income, one-parent families—families where the need is so obvious that it can not be overlooked. Often, however, financial or other circumstances make the need for child care facilities just as great where there are two parents present. Dominion Bureau of Statistics figures show that 79% of working wives earn less than \$3,000 a year and that the average earnings of their husbands is just over \$4,000.

The number and ages of children in a family has some influence on the labour force participation of mothers. Women with two or more young children are less likely to work than those with no children or only one child. In Ontario in 1961, only 28% of working women, but 44% of housewives, had two or more children under the age of fifteen. Where the husband is earning \$4,000 or more and the wife is working, there is an average of less than one child per family. In lower income families, however, there is a greater tendency for women with more than one child to work. The need for a second income often forces the mother to overcome her desire to stay home with young children.

Several studies of the need for day care centres in Ontario have been conducted in the past few years.

The Ontario Department of Labour Women's Bureau in a 1964 survey asked women if the community should support low-cost day care for children. The answers showed that 54% were in favour, 34% were opposed,

and 12% were undecided about the need for such a service. The yes-no-undecided responses were approximately the same for each of the age groups surveyed which ranged in five-year periods from the ages of 15 to 65. Mothers with children under 14 who were already working were asked about arrangements for their children's care. Of this group, 4% of the children were in Day Care Centres, 16% were cared for in another home, and 80% were looked after at home by another member of the family, often an older child.

A survey conducted in 1965 by Mary Singer, Head of the Department of Home Management at the MacDonald Institute at Guelph, indicated that over three-quarters of the mothers in the sample felt that working mothers would make use of a Day Care Centre and of these, part-time workers were most strongly in favour, with 82% expressing a need for care facilities.

How adequate are the child care arrangements Ontario working women have made over the years? Some indication is supplied by a study of the Western sector of Metropolitan Toronto conducted by the Social Planning Council in 1964.

The first observation was that there was great lack of public and charitable nurseries in the whole sector and that major portions of the area had no non-profit services. The second observation was that for most of the people concerned, commercial care should be discounted since fees were above what most could afford to pay. It was also observed that the turnover rate of commercial nurseries is high.

In one portion of the sector many mothers worked in factories. Their pre-school children were cared for by relations, or the next door neighbour, and often by an older school child who was kept home to babysit. Children of kindergarten age were often sent to school even when ill. These same arrangements are repeated in other observed areas.

The Women's Bureau, in a 1965 study of Ontario employers' policies and practices, discovered an extensive interest in community day care centres on the part of employers. Many employers felt that such a service would help to lower absenteeism of married women employees and that the knowledge that their children were being well cared for would be a great relief to working mothers. The Social Planning Council, in its study of Toronto's West End, confirmed this view: "Tiredness to the point of exhaustion was the condition of most of the working women. But although the hours were long and tiring, it wasn't this that produced exhaustion—it was worry about the children. When the mother was

# Women Working and Day Care

Day Care Centres in the last few years have moved from the edges of child welfare, where they were tended by a devoted few, to a new and featured role in social responsibility.



satisfied the children's care was reasonably good she seemed to show less fatigue."

Unless help is available many women cannot think of taking employment. The need for skilled nurses prompted Riverdale Hospital in Toronto to set up a nursery in an attempt to recruit nurses who had young children. Forty nurses were added to the hospital staff as a result of this effort. Many hospitals in the United States have found this a successful way to attract married nurses and maintain staff.

The need is the same the world over. In France where there is a sharp increase in the employment of women with children, a recent survey shows that French women give top priority to the provision of nurseries as a means of improving the position of women workers.

While many women work from necessity, and others for the satisfaction to be gained from work, there is a parallel need for women in Ontario's labour force. One of the most critical factors in the development of industrial Ontario is the need for a more highly skilled and educated labour force. Current demand runs far ahead of supply of managerial, professional, and technical personnel and it is probable that this situation will intensify. New means must be found to develop our population skills and make available hitherto untapped sources.

Married women are our greatest potential labour resource. Men and single women are already virtually fully employed. Their employment cannot be increased without taking them out of school. Additional workers can only come from the ranks of married women, of whom only 25% were in the labour force in 1965. This group already has basic educational qualifications and has developed and exercised characteristics required in industry such as reliability, decision-making, and time-scheduling. If Ontario is to utilize this womanpower, it has the responsibility of providing services to protect and promote the welfare of their children.

Many mothers have to work and the economy needs them, but what is the effect on the children themselves? There is evidence in English studies that nursery care is a desirable introduction to the school year. The Tavistock Institute of Human Relations reported that six headmistresses of infant schools were asked to compare nursery school children with those starting school for the first time. It was found that nursery school children were better able to make human relationships and to learn. Elspeth Howe in the pamphlet "Under 5" (published in England) reported that some kind of nursery provision is particularly valuable for the child from a poor social or cultural background. American research, chiefly in Iowa University, has shown that children from under-privileged homes do better in subsequent education if given sound nursery schooling before the age of six. Finally, in Ontario there is a strong case for pre-school provision for the children of recent immigrant parents; they can be enormously helped by early introduction to English, which will prevent them from falling behind their class at primary school.





It should be noted that protecting the welfare of the children of working mothers calls for more of a program than pre-school nurseries. Infants under two should be cared for in a home situation rather than an institutionalized group setting. One solution is foster care by the day. A pilot project of this nature is being carried on in East York by the Protestant Children's Homes.

Appropriate facilities for school age children of working mothers are also a necessity. Some of the public nurseries provide lunches and after-school programs but they are servicing only a handful of children. A more logical place to care for school-age children is in the schools and some of Toronto's downtown schools offer supplementary day care for the children of working mothers. Mr. Barry Lowes, Chairman of the Toronto Board of Education, said at a recent public meeting: "We have the buildings and the administrative staff. It wouldn't be difficult to extend the school day, to offer these children the help they need by taking them in at 7 a.m. and keeping them until 6 p.m. when their parents come home."

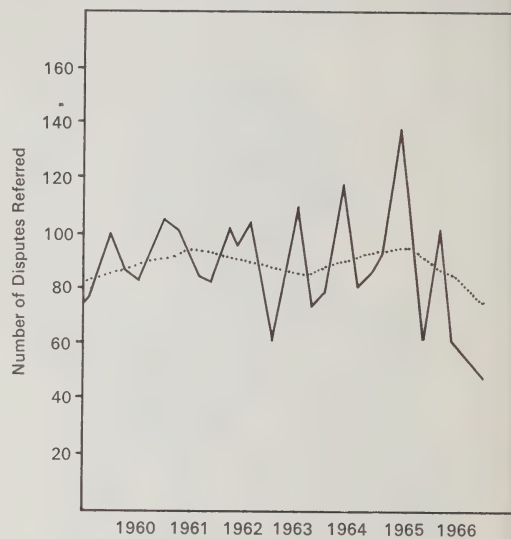
The Day Nurseries Act (1946) sets standards for public and private nurseries, and provides for a Day Nurseries Branch in the Department of Public Welfare with responsibility for licensing and inspecting all nurseries. Under this Act the provincial government will pay 50% of operating costs of nurseries if the municipalities will take the initiative. When the Canada Assistance Act comes into effect, federal and provincial governments together will pay 80% of municipally sponsored day nursery costs.

Expanding nursery facilities mean more staff. There are at present a number of courses offered to train various levels of child care workers. Attention must be directed to keeping staff and service in balance.

It is impossible to measure the exact need for day care services in the province. Waiting lists of public and private nurseries are not a reliable guide since mothers will make alternative arrangements if space in a nursery is not available when needed. In addition, requirements for admission to public nurseries are so stringent that only the hard-core cases are eligible—others do not even get on the waiting list. Finally, asking mothers whether they would use day care, if available, is not a good guide because mothers are reluctant to admit that their present child care arrangements are not adequate.

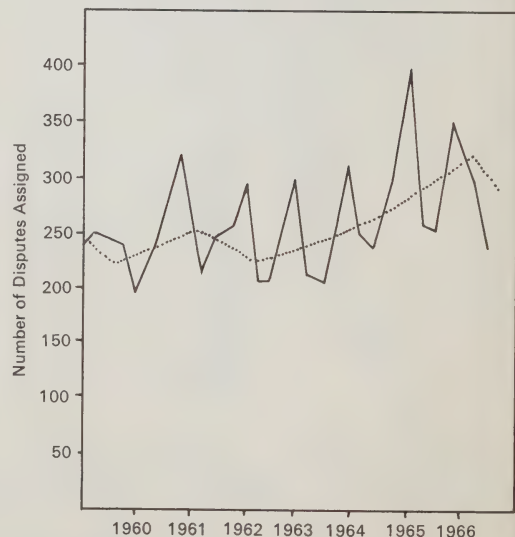
How many new nurseries should Ontario open in the near future? The statistics at the beginning of this article suggest that there may be 10 children clamouring for every nursery chair in Ontario. If one considers only the 20 municipally sponsored Day Care Centres, the ratio soars as high as 70 to 1. Informed opinion holds that the next few years should see the establishment of at least twice as many nurseries as exist at present. The best approach may be to open this number and then judge further need.

Number of Disputes Referred by Quarter to Conciliation Boards



Quarterly Statistics —————  
Annual Trend .....

Number of Disputes Assigned by Quarter to Conciliation Officers



Quarterly Statistics —————  
Annual Trend .....

# Department Statistics



## Conciliation January to August 1966

The accompanying table provides information on the volume of conciliation activity for the January to August period of 1966 and compares the experience with that of the corresponding eight months of 1965.

Some points which emerge from the data presented in the table are as follows:

1. Settlements at the conciliation officer stage increased. In 1966, officers settled 453 disputes as against 368 in 1965. The 1966 settlements represented 53 per cent of all disputes disposed of as against 43 per cent in 1965.
2. A decline was experienced in the number of disputes referred to conciliation officers in the period under review in 1966 compared with the same period in 1965. In 1966, 814 disputes were referred to conciliation officers as against 866 disputes in 1965.
3. Fewer conciliation boards were established in 1966, when 212 disputes were referred to conciliation boards as against 302 in 1965. This is mainly due to the officer success noted above, but is also a result of a decline in case work load in 1966 compared to 1965.
4. Conciliation boards have shown a higher percentage of settlements. In 1966, 102 disputes or 46 per cent of all board dispositions were settlements in the period as against 121 disputes or 44 per cent in 1965.
5. The number of boards in process at the end of August 1966 was 59 as against 117 in 1965.

Volume of Conciliation Activity  
January to August 1965 and 1966

	Disputes		Employers		Employees	
	1966	1965	1966	1965	1966	1965
<b>Officer Stage</b>						
<i>In Process</i>						
January 1st	175	154	218	166	15333	18094
Referred during period	814	866	919	1235	130942	137067
<b>Total</b>	<b>989</b>	<b>1020</b>	<b>1137</b>	<b>1401</b>	<b>146275</b>	<b>155161</b>
<i>Disposition</i>						
Settled	453	368	520	419	42271	38327
Referred to Boards	212	302	256	361	72949	64645
No Board	173	166	206	417	17843	36712
Lapsed	12	10	12	10	871	966
<b>Total</b>	<b>850</b>	<b>846</b>	<b>994</b>	<b>1207</b>	<b>133934</b>	<b>140650</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1st	71	88	84	101	11935	16750
Referred during period	212	302	256	361	72949	64645
<b>Total</b>	<b>283</b>	<b>390</b>	<b>340</b>	<b>462</b>	<b>84884</b>	<b>81395</b>
<i>Disposition</i>						
Settled prior to hearings	22	19	24	22	3219	3526
Settled during hearings	80	102	110	132	22455	15683
Board Report	121	151	138	159	39768	40822
Lapsed	1	1	1	1	7	71
<b>Total</b>	<b>224</b>	<b>273</b>	<b>273</b>	<b>314</b>	<b>65449</b>	<b>60102</b>

## Labour Relations Board

### Cases Received:

In the four-month period April-July 1966, the Board received a total of 475 cases of all kinds, 33 cases less than in the same period of 1965.

Certification applications accounted for approximately 75 per cent of the 475 total (343), but were 16 cases less than the number for the comparable period in 1965. Combined termination and successor status applications dropped to 18 from 28 in 1965.

Ninety-three of the total April-July 1966 cases were unfair labour practice cases, four less than the number received in April-July 1965. These 93 cases included nine applications for declaration of unlawful strike, down 16 cases from 1965; 41 applications for consent to prosecute, up 16 cases; and 43 complaints of unlawful treatment in respect to employment, down four cases.

The number of cases received by the Board under "Miscellaneous Cases" declined to 21 from 24.

### Cases Disposed of:

The total number of cases disposed of by the Board in the four-month period under review was 89 less than in the same period in 1965.

Of the total 438 cases, 328 were certification applications which represented a drop of 42 cases from the figure for 1965. Termination and successor status applications together decreased to 18 from 21.

Representation elections were held in 40 of the certification applications disposed of in April-July 1966, compared with 35 in the 370 such applications disposed of in the corresponding period in 1965. Of 4,307 eligible voters, 4,172 participated in the April-July 1966 elections, while 3,350 of 3,395 eligible voters participated in the April-July 1965 elections.

The total of unfair labour practice cases disposed of in the four-month period under review decreased by 12 from 86 in 1965. The total included 6 applications for declaration of unlawful strikes, 15 less than in 1965; 30 applications for consent to prosecute, 13 more than in 1965; and 38 complaints of unlawful treatment in respect to employment, 10 less than in 1965.

The number of "miscellaneous" cases disposed of by the Board in April-July 1966 declined to 16 from 41 in the comparable period in 1965.

Cases dealt with by the Board during April-July 1966 compared with the same period in 1965 are contained in the following tables.



## Summary of Cases Dealt with by The Ontario Labour Relations Board April-July 1966

Type of Case	Number of Cases			
	Filed		Disposed of	
	April 1966	July 1965	April 1966	July 1965
Certification	343	359	328	370
Termination	16	23	18	21
Successor Status	2	5	2	9
Strike Unlawful	9	25	6	21
Prosecution	41	25	30	17
Section 65	43	47	38	48
Miscellaneous	21	24	16	41
<b>Total</b>	<b>475</b>	<b>508</b>	<b>438</b>	<b>527</b>

### Industrial Training Branch

Since last reported in Volume 1, Number 3 of "News From The Ontario Department of Labour" the training activities of the Ontario Department of Labour have continued to increase in scale. During the three-month period of June, July and August 1966, graduates of short term (on the job) training programs numbered 907 persons. This number represented 37.6 per cent over the 659 graduates reported during the immediately preceding three-month period.

The number of active apprentices has increased steadily from month to month. A combined total of 12,454 active apprentices was reported for trades with regulations and trades without regulations as at March 1966. At September 30, 1966 this total had been increased to 13,402 persons. Contracts registered in September numbered 679. This number was the highest recorded in the twelve months ending in September, the previous high occurring in May 1966 when 531 contracts were registered.

# People and Events



### Recent Appointments

Mr. R. M. Warren has been appointed Executive Director of Manpower Services for the Department. Mr. Warren has served as Executive Assistant to the Minister of Labour since 1964.

In his new position, Mr. Warren is responsible to the Deputy Minister for supervising the new Manpower Services Division of the Department encompassing the following branches: Industrial Training, Labour Standards, Women's Bureau, Ontario Athletic Commission and Information Services.

Born in 1937, Mr. Warren graduated from Sir George Williams University, Montreal in 1956 with a Bachelor of Commerce Degree, majoring in Business Administration and Economics. He is married and has two children.

Prior to entering government service, Mr. Warren's experience in private industry included the fields of sales engineering and plant management. In 1962 he joined the Ontario Government as an Industrial Development Officer in the Branch Plant Division of the Department of Economics and Development.

In the following year, he was appointed Special Assistant to the Minister of Economics and Development where he was involved in a variety of projects including the promotion of the Ontario Trade Crusade.

Since joining the Department of Labour as Executive Assistant to Mr. Rowntree, Mr. Warren has been involved in many aspects of its operations, particularly in the development of the "Blueprint" for the reorganization of the Department and in the promotion of the new On-the-Job Training program.

Mrs. Lita-Rose Betcherman has been appointed Director of the Department's Women's Bureau.

She succeeds Mrs. Ethel McLellan, who was recently appointed Director of Recruitment for the Ontario Department of Civil Service.

In her new position, Mrs. Betcherman will direct existing programs and develop new ones to ensure that women's expanding role in the Ontario work force is utilized to its fullest extent and advantage.

Mrs. Betcherman, a mother of four children, brings to the Department of Labour a well-balanced background of education, communal experience, family life, teaching and public affairs.

She is a 1948 graduate of the University of Toronto with a Bachelor of Arts Degree. In 1962 she received a Masters Degree from Carleton University and has completed course requirements for her Ph.D. from the University of Toronto.

From 1961 to 1964 she was Lecturer in the Department of History at Carleton University.

In the years between graduation and return to university, Mrs. Betcherman played a very active role in women's, children's and welfare organizations in Ottawa.

### Minister's Safety Conference

A combined total of more than 500 delegates, representing all phases of safety in Ontario's Safety Program attended two conferences jointly sponsored by the Minister of Labour and the Labour Safety Conference of Ontario.

The first conference was held in Port Arthur on September 28th and 29th, and the second in Kingston on November 24th and 25th.

Delegates formed discussion groups to examine the areas of safety legislation, safety enforcement and safety education.

The recommendations based on the material which emanated from the discussion groups will be examined by the Labour Safety Council and are certain to have a significant impact on the future pattern of safety in Ontario.

### Human Rights Geneva Conference

Dr. Daniel G. Hill, Director of the Ontario Human Rights Commission, represented the Department of Labour at an International Labour Organization Conference in Geneva in November.

Purpose of the conference was study and discussion of discrimination in employment in foreign countries.

Before returning to Toronto, Dr. Hill visited London, England, to meet with officials of the Race Relations Board, which administers the Race Relations Act, a public accommodations statute.

The Ontario Human Rights Commission has been working closely with the Race Relations Board in the areas of counselling and preparation of programs.

### Procor Graduation

Procor Limited, Oakville, Canada's biggest owner and lessor of railway tank cars, held graduation exercises October 5th, at which Certificates of Attainment were presented to 25 trainees who successfully completed their training course under The Ontario Department of Labour's On-the-Job Training program.

The Honourable H. L. Rowntree, Minister of Labour, presented the certificates in a ceremony attended by officials of Procor and the Department of Labour.

A tour of the plant and a demonstration of O.J.T. in action followed the ceremony.

The 25 graduates were the first of over 700 men who will be trained by Procor Ltd. under the Department's O.J.T. program during the next three years. They are being trained in the skills of manual welding, automatic welding, painting, sand and shot blasting, hydrostatic testing, boring mill operation, plate burning and radio-graphic work.

### General Advisory Committee

A General Advisory Committee on Industrial Trades in Ontario has been formed to assist the Department's Industrial Training Branch in adapting the apprenticeship system to the changing manpower requirements of general industry. It has been asked to examine the need for a separate approach to apprenticeship in general industry as distinct from apprenticeship in the service and construction trades. The committee will also study the merits of compulsory certification in the industrial trades and the impact on these trades of the Department's current compulsory certification program.

Because of this, the application of compulsory certification to the trades of electrician, air conditioning and refrigeration will be extended from November 1st, 1966 to May 1st, 1967.

The formation of the committee follows the recommendations of the Select Committee on Manpower Training for a broadly representative body to consider the application of apprenticeship to industry.

Dr. C. Ross Ford of Ottawa, former Director of Technical and Vocational Training for Canada, has been appointed Chairman of the Committee. Dr. Ford is well known in training circles across Canada and brings with him an extensive background of technical and vocational experience.

In addition to Dr. Ford, the committee is comprised of 14 members equally divided between management and labour.

*Labour representatives are:* Dominic De Angelis, Brantford—International Union, United Automobile, Aerospace and Agricultural Implement Workers of America; Gordon Brennan, Toronto—Packinghouse, Food and Allied Workers; Norman Paxton, Weston—International Brotherhood of Pulp, Sulphite and Paper Mill Workers; Pat Tyrrell, Toronto—United Steelworkers of America; Alex Reith, Toronto—International Association of Machinists; Norman Allison, Port Credit—Oil, Chemical and Atomic Workers' International Union; Frank Hannabus, Hamilton—United Electrical, Radio and Machine Workers.

*Management members of the committee are:* T. H. Glen, Toronto—British and American Oil Co. Ltd. (oil and chemical industry); A. M. Wolfrey, Oshawa, General Motors Ltd. (automotive industry); K. G. Cooke, Hamilton—Canadian Westinghouse Ltd. (electrical industry); L. G. Kerr, Dryden Paper Co. Ltd. (Pulp & Paper industry); N. H. Wadge, Copper Cliff—International Nickel Co. of Canada Ltd. (mining industry); John Lawler, Hamilton—Steel Company of Canada Ltd. (steel industry); J. L. McIntyre, Sault Ste. Marie—Algoma Steel Corp. Ltd. (steel industry).

# View from the House



This is a third in a series designed to acquaint readers with the contemporary legislation introduced by the Ontario Department of Labour. Since this issue is largely concerned with changes in the Department since 1961 'View' this month herewith lists major enactments in that period.

## Summary of Major Legislation Since 1961

1. Apprenticeship and Tradesmen's Qualification Act, 1964
2. Boilers and Pressure Vessels Act, 1962-63
3. Construction Hoists Act, 1960-61 and Regulations, amended 1962 and 1965
4. Construction Safety Act, 1961-62 and Regulations, amended 1963 and 1965
5. Trench Excavators' Protection Act, amended 1965
6. Underground Work Regulations made under the Department of Labour Act respecting the Protection of Persons Working in Compressed Air, Tunnels, Open Caissons, Cofferdams and Cribwork, rewritten 1963
7. Industrial Safety Act, 1964 and Regulations. Regulations amended 1965
8. Labour Relations Act and Rules of Procedure and Regulations Amendments 1961-62, 1962-63, 1964 and 1966
9. Ontario Human Rights Code, 1961-62 and subsequent amendments
10. Age Discrimination Act, 1965
11. Operating Engineers Act, 1965
12. Minimum Wage Act – Amendments
13. Wages Act – Amendments
14. Hours of work and Vacations with Pay Act – Amendments
15. Industrial Standards Act – Amendments

Postes CANADA Postage

3 c.

No. 8417  
TORONTO



# Task



CA20N  
L  
T10







# Task

on. Dalton Bales, Q.C.  
 inister

. W. Preiner  
 ditor

ditorial Board :

. M. Eberlee  
 eputy Minister

. M. Warren  
 xecutive Director, Manpower Services

. G. Gibson  
 irector, Safety & Technical Services

. R. Kinley  
 irector, Research

Mrs. L. R. Betcherman  
 irector, Women's Bureau

. D. Burge  
 hief, Public Relations and Information Services

4	Construction Safety and Profits – A Word to Top Management on Making Money
8	Economic Safeguards in Ontario
11	Department Statistics
13	People and Events
16	View from the House



side front cover photo :  
 he Globe and Mail

## Cover

This month *Task* examines some aspects of the relationship between safety and profit in the multibillion dollar construction industry. The construction workers shown on the cover are hoisting precast concrete panels by derrick, and transferring them to a monorail which girds the building.



# Construction Safety

## and Profits

Some time ago we published an article about safety concepts and the roles of safety organizations in Ontario.

G. J. Samson is the General Manager of one of those Associations, the Construction Safety Association of Ontario, and at a recent convention of the Canadian Home Builders Association he delivered the address on page 6. Since safety is of vital concern to everyone and there are some 3,500 contractors who receive *Task*, we felt it worthwhile to include in this issue the contents of Mr. Samson's talk and his description of CSAO.



The Construction Safety Association of Ontario is one of seven safety associations in the province, and came into being through a provision of the Workmen's Compensation Act of Ontario. The Association was granted its original charter in July, 1929 and has been in operation since that time.

The objective of the Association is to promote the prevention of accidents in the construction industry through education.

Until 1962, the Association's efforts were largely confined to making job site surveys and recommendations against unsafe working conditions and unsafe acts in the construction industry.

Since 1962 when the Construction Safety Act became law, the Association, of necessity, had to change its methods of trying to prevent accidents in construction. New techniques became effective as legislation appeared and, today the Association's activity is entirely one of education both on and off job sites but largely to groups of people in the construction industry off-the-job.

The Association's finances come from contractors' assessments paid to the Workmen's Compensation Board and currently the Association receives about 6 per cent of the contractors annual assessment.

The Association has a staff of approximately 50 personnel and their efforts are channelled through education, management counselling and the use of mass media to communicate with the construction industry primarily, and with the general public.

The Construction Safety Association is nominally under the control of the Workmen's Compensation Board but in practice is autonomous in its function as an educational body. It is organized and administered in accordance with modern business practices, and is governed by some 58 contractor-directors and a Management Directors' Committee.

The construction industry in Canada is huge. In 1966 the projected construction dollar was around 11

billion and the same estimate has been projected for 1967. In 1966, however, the housing segment of the construction industry suffered a set-back and there were some 30 to 40 thousand less new house starts in 1966 over 1965. Nevertheless, the industry has been hardput to build the enormous amount of industrial and government buildings currently underway. In 1967 it would appear that the housing industry will return to a normal pace with what appears to be prospects of a lessening of the tight money situation and perhaps provincial government assistance in providing lease land on a scheme called *Home—Home Ownership Made Easy*.

Ontario's share of the construction dollar is somewhere in the area of 35 to 40 per cent of the Canadian total or some three and a half to four billion dollars.

Injuries in the construction industry in Ontario begin to show some lessening in magnitude. It is estimated that in 1966 the total number of injuries reported in the industry will be very little greater than 1965 with a minimum of a 15 per cent increase in man-hour exposure in 1966 over 1965. However, compensation costs keep growing. Compensation costs in 1966 are in the area of 25 million dollars which represents money which could be better spent in positive ways by adding to payrolls rather than the repair of damaged bodies and the rehabilitation of injured people.



# A Word to Top Management on Making Money

by G. J. Samson

Perhaps there is no more competitive industry in our country than the construction business. I suggest that the contracting business is one of our last bastions of free enterprise. All of you here today are members of the construction industry and, I am sure, if I were to ask why you are in this business some of you would probably answer—'That's a good question. How did I ever get into it?'

I have titled this talk *A Word to Top Management on How to Make Money* because if people do not make money there are many things that are going to suffer in our economy, notwithstanding what is going to happen to yourselves.

Naturally, as some of you may know, I represent the safety side of the construction business and we spend a lot of your money. For example, we will spend just about 1½ million dollars of it in 1967. We, in the Construction Safety Association, do not have to earn this money—you do, and only through your efforts are we able to spend this money.

Our objective is to reduce injuries in the construction industry. That is why we have your money. If we can, jointly, make the spending of this money pay off, then we will have accomplished what you hired us to do and, that is, help you make and retain more money.

There are two sides to the question of construction safety: humanitarian and economic. It goes without saying that while the reduction of human suffering is the prime objective, there is a relationship between it and economics.

Let us have a look at some real figures. Costs reveal that for every dollar spent on compensation there is a minimum of four dollars hidden in losses. Inversely, you might say that for every dollar spent on safety, four dollars are saved. This should create sufficient interest for forward looking management to develop safety programs. It is also obvious that management is responsible for putting up the money to develop a well rounded safety program and that, therefore, the success of safety programming rests squarely on the shoulders of top management.

When top management decides that they will install a major safety program in their organization, this shows that management means business, is ready to perform safely to the best of its ability, and is wholeheartedly supporting safety.

Many of you in the audience, I am sure, have recognized the profit possibilities in installing sound safety programs in your companies. If there are any of you who have not, let me urge you to waste no time in doing so. The policies that you create must permeate through all levels of your organization and when they do, there is a stimulating and lasting effect on the safety performance of your people. Why? Because your work force knows that safety carries management's stamp of

approval and that you really do mean business.

For those of you who currently have safety programs it may pay you to make a critical review of your program to determine if it is modernized in all respects. Frequently, when there is no formal safety program, it is because there is a lack of interest in safety in the organization and this can be attributed either to top management's laxity or to its ignorance in not taking sufficient time to evaluate this very important function.

Companies who do have a low frequency rate are companies who are efficiently organized and are managed well. I suggest that their profit and loss statement at the end of the year shows a far greater profit than those companies who have not taken safety programs seriously. There are many companies who have proven this.

It should be pointed out that safety programs must and will yield satisfactory results when top management takes the time to evaluate benefits achieved. Replacing the right men on the work, spending enough money to orient them with the program, and ensuring that communication lines from top management down to the laborer are open at all times and used intelligently.

The prime responsibility for reducing accidents falls first on management and second on workers.

We have construction safety laws which are designed primarily for those managers who have not been enlightened to the soundness of doing business properly. For businesses that operate on a well-organized pre-planned basis these laws are not needed since such companies perform at a much higher performance level than the minimum required by our laws. We can get all top management to act in this manner we could then scrap the laws. Why subject men to unnecessary suffering through accidents when you could and should, do something about it? Too frequently handling safety is treated as something separate and apart from the regular function of the construction industry, on a plan or project. Safety is not something to be handled separately by somebody in an isolated department called the Safety Department. Some of our schools and colleges, when they do teach anything about safety, include it as a separate and distinct course not integrated as it should be with other courses. Safety at all levels of organization must be integrated with work.

In Ontario the average cost of a lost-time injury runs around \$1,000. In 1966 it was originally estimated that more than 20 million dollars would be required to pay compensation in the construction industry. I suggest that the total assessments taken from the contractors in the Province of Ontario in 1966 will likely be at least 25 million dollars. This is a terrible price to pay for lack of sound management practices in construction safety. Companies who work at this business of safety have reduced their accidents down to a very low figure. Some companies have cut their accidents by better than 50% in the first year that they began serious work on proper performance. It stands to reason that if it costs 20 million dollars a year for injuries, then the minimum cost in hidden losses is 80 million dollars. If we were to reduce that by 50% in the very near future I do not think it requires a mathematician to indicate



at the profit picture of the majority of our contractors would be vastly improved over what it is now.

Today, it is a constant gamble whether or not you are going to make any profit when you take into account all the factors you are faced with while bidding a job. When you learn that you have been awarded the job your real problems commence.

Let us look at some phases of a safety program that is applied and integrated to work, management and the field. Here are some examples of safety integration at top management level on construction work: first and foremost, architects, design engineers or owners must provide a simple, practical and enforceable safety clause in contracts so that all contractors who are bidding on jobs are at the same competitive level.

When you, the contractors, seek estimates from subcontractors you should follow the same practice, even to the work force you hire to perform the work. The contractor must also provide for public safety around job sites.

The contractor should allow from 1 to 1½% of payroll dollars for a safety program in his job estimate. This will save both the contractor and the owner money. The contractor should make provision in his company policy for periodic reviews, regular monthly inspections, reports of progress and results in his safety program, and the performance of any sub-contractors who may be working for him. The contractor should pay some attention to pre-employment physical examinations of the men he hires. He should screen his work force. He should pay attention to the job placement of the men. He should, at the initial point of hiring, be able to recognize approximately the best place in the project for the man he is hiring. The personnel manager should not take too long to become adept at this important function. The contractor should employ a safety supervisor or safety director on a full-time or part-time basis as the job requires. The contractor

should require weekly orderliness inspections of all areas on his project. He should conduct a monthly inspection of all equipment and provide time to properly allocate and place materials and equipment for environmental conditions.

These are just a few of the important parts of a safety program that should be a regular part of your business and are guaranteed to produce better quality work and more profit dollars.

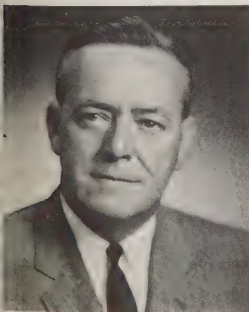
One of the big problems with safety is to get some of these things done day in and day out with consciousness and regularity.

Another part of the problem is establishing the acceptance of a safety policy. When a job or a task is being done improperly there is apt to be personal injury or damage to the work in process. When a man has been hurt or a machine damaged, that is proof that the job in hand has been done wrongly. If we are honest we will have to admit that an accident is proof that a job or some part of it has been done incorrectly. There are many causes for this—lack of know-how, ignorance, laziness, an unwillingness to cooperate, or the following of instructions that are wrong or incomplete. Again a question of proper communications.

Let's face facts, if any of you have or will take the time to study and analyze your work performance in 1966 I am sure you will find many areas where you incurred needless costs because of poor management, lack of attention to details and, most important, those losses which in turn resulted in a dollar profit position which you are not too happy about. Change this behaviour in 1967.

If I have said anything here today that may offend, forgive me: but do not forgive yourselves for not taking advantage of the means at your disposal to alleviate human suffering and improve your profit position.

You can not separate accident-free quality work and safety, they have to be part of each other.



G. J. Samson



# Standards

## Economic Safeguards in Ontario

Social and economic changes, as they evolve in the Province, are perhaps reflected more in the policies and legislation of the Labour Standards Branch than in any other area of the Department of Labour. In the four years since its formation in 1963 the branch has greatly increased its capacity to safeguard the economic interests of Ontario's two and three quarter million workers in the basic areas of jobs, hours, wages and vacations. The areas of involvement have ranged from the introduction of a minimum wage in 1963 to the extension of vacation periods, the latter being the result of new legislation introduced in 1966.

Minimum wage legislation and policy was one of the first challenges undertaken by the Branch. A minimum wage, which may be defined as a floor below which wage rates cannot legally fall, does not regulate wages generally but fixes a starting point from which the forces of the market begin to do so.

The principal purpose of the minimum wage is to ensure that employees with little or no bargaining power (i.e. generally those not protected by a collective agreement or applicable Industrial Standards schedule) are paid hourly rates that bring them sufficient income to obtain the necessities of life. Before introduction of a minimum wage in 1963, an estimated 132,000 persons in Ontario were earning less than \$1.00 per hour and some were receiving as little as 50 cents in areas outside the Oshawa-Toronto-Hamilton region.

Within this general purpose, a minimum wage is intended to prevent severe social and economic exploitation; to serve as a pressure toward the elimination of unfair wage competition and the inefficient use of re-

In this issue we outline the organization, operations and philosophy of the Labour Standards Branch to provide readers with some insight into the activities of this vital area of the Department.

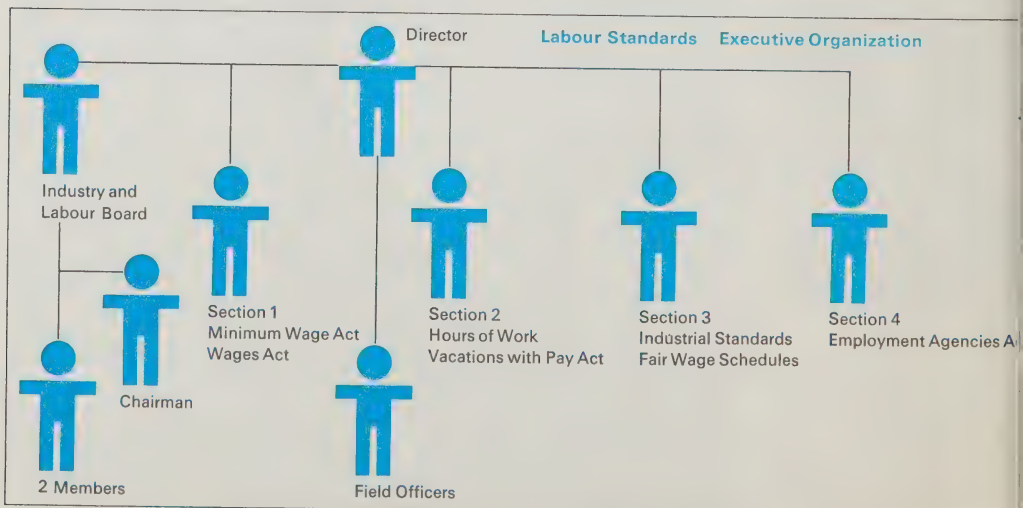
sources that is frequently associated with this; and support money incomes and demand in periods of economic slack.

Ontario now has a minimum wage of \$1.25 per hour in the construction industry and \$1.00 per hour in the general, hotel, and restaurant industries. The rate first came into effect in the heavily industrialized section of Southern Ontario, popularly known as the 'Golden Horseshoe', and when proved effective in this area was gradually extended to male and female workers throughout the province. This progressive application provided reasonable time for employers to adjust wage scales so that the extension program could be completed by December 1965.

While it is impractical to establish a minimum rate that meets economic concepts of a fair wage, the rate can be related to criteria that define a socially acceptable level of living for the lowest paid workers in the community. Moreover, even a short period of time may alter this level and create the need for establishment of a higher base rate.

For example, since passage of the Act in 1963, the cost of living, as measured by the Consumer Price Index, has risen by approximately nine per cent; Canadian wage rates rose by 13.7 per cent; and the wage rates of average general workers rose by 24 cents in 20 Ontario communities.

Within the wage area, the Branch guarantees that every employer furnishes every employee with a statement of wages at the time wages are paid, showing the manner in which they were computed, the deduction required by law, and the net pay due.





## **Health, Leisure and Jobs**

Maximum hours legislation was originally designed to protect employees' health and give them adequate time for leisure and personal development. Its secondary purpose was to increase the number of jobs available specifically in the period after World War II.

These purposes and legislation have worked well within their frame of reference. However, shifts in economic and social patterns create a need for continual examination of hours legislation and its application to our present society.

Maximum hours may be defined as daily or weekly limits of work set by law and beyond which employees are not normally be required to work without permission from a government authority.

These hours are regulated in Ontario to a maximum of eight per day and 48 per week for employees involved in 'industrial undertakings' and provides for a one week vacation after three years of employment and a credit of four per cent of earnings. The original requirement of one week's vacation after one year's employment and a credit of two per cent of earnings that period are still in force, with credits accruing from the first day of employment.

Overtime hours are those in excess of standard or normal work hours in an establishment and may also include those worked in excess of the statutory minimum. An employer may, with Branch approval, provide for extension of the work week by a maximum 12 hours for engineers, watchmen, firemen, shippers and certain other categories of non-productive work, and for an extension by not more than 100 hours a year of the work hours of other employees.

In addition, special permits may be issued for a further 100 hours overtime where need is established and, in some cases, orders may be granted allowing overtime on a blanket basis to all firms in an industry.

## **Recommendations for Settlements**

The Labour Standards Branch is an outgrowth of the Industry and Labour Board which now forms part of the Branch and acts as an appeal and advisory body. The Board consists of a Chairman and two Members who are charged with the responsibility of making orders affecting the Minimum Wage Act and the Hours of Work and Vacations with Pay Act. Their duties include the conducting of meetings of appeal with management and/or union delegations and making recommendations of settlements and prosecutions. Requests for special permission such as overtime permits, vacation pay arrangements, minimum wage inclusions and exclusions, Handicap Worker and Homemaker applications, are usually handled at Board level. The Chairman is as well responsible for the purchase and control of vacation pay stamps and books.

## **Schedules of Wages**

The Industrial Standards Act provides the means for employers and employees of specific industries or trades to petition the Minister of Labour for a conference of employers and employees at which a schedule of wages, hours and days of work may be agreed upon.

The schedule established then becomes the law for the industry or trade in a designated zone. There are 153 such zones in the province, with the majority of these applying to the Barbering and Construction Industries, and to types of industries usually referred to as the Needle Trades.

The Fair Wage Schedules on Government Projects ensures employees working in government projects of fair wage rates and controlled working hours. It also protects contractors and subcontractors from unfair wage competition when bidding on government contracts. Before tenders are invited for specific government projects, other departments must obtain from the branch a conditions schedule defining the minimum wage rates for each job classification and the maximum hours of work. The Branch is notified on letting of the contract, and field investigations procedures are instituted for on-site investigations and payroll audits.

## **Employment Agencies Service**

Many different types of businesses perform the services of an employment agency. Some describe themselves either as employment agencies, or as nurse's registries, model agencies, or personal service bureaus obtaining employment for persons either as sitters or homemakers; while others are businesses specializing in some professional area, as well as operating in the employment agency field.

The Branch controls the licensing and regulating of these agencies which are defined as any business which for a fee, reward or other remuneration either assists employers to obtain employees or helps people find employment.

Four classes of agencies require licensing. Class A agencies find employees for any occupation and may charge only the employer a fee. This is the largest group of licensed agencies and represents 66 per cent of the 224 licensed agencies. Class B agencies find employment for persons seeking work in any occupation other than sitters and homemakers. Class C finds employment for sitters only, and Class D finds employment for both sitters and homemakers. The latter three classes of agencies charge fees to the person employed; these fees may not exceed limitations fixed by regulations.

Branch activities in this area include research, processing of bonds and securities, license renewals, investigating new applications, conducting interviews and conferences with both prospective licensees and agency associations.

Skill shortages have increased the demand for employment agency services and have resulted in an increase of license applications and renewals.

## **Field Operations**

The province is divided into eight areas. Each is staffed with a supervisor and Labour Standards Officers whose assignments include conducting routine investigations, complaint inspections, and spot checks for infractions of all legislation under Branch jurisdiction.

The field officers also conduct association and employer educational programs, on-site employees interviews at construction and road building projects.



## Labour Standards Branch

### Inspections During Calendar Year 1966

Item	Total Inspections Completed (Pro-rated)	Employers Assessed	Employers Affected	Dollars Collected
Minimum Wage	10,037	1,108	2,331	\$110,167.36
Vacation with Pay Industrial	23,181	1,290	3,659	117,149.38
Standards Schedules	4,231	202	680	52,326.29
Fair Wage Schedules	7,472	162	926	30,730.54
Wages' Act	90			310,373.54

#### Summary of Activity :

6,068	Field Working Days
45,011	Investigations completed for all Statutes
3,751	Average Number of Inspections per month
6.4	Average Number of Inspections per Man-day
9,268	Complaint Investigations Completed for all Statutes

#### Complaint Inspections During Calendar Year 1966, by Statute

Item	Number	Per Cent of Complaint Inspections	Per Cent of All Inspections
Minimum Wage	2,071	4.3	22.4
Vacation with Pay Industrial	4,773	9.9	51.5
Standard Schedules	866	1.8	9.3
Fair Wage Schedules	1,538	3.2	16.6
Wages' Act	20	0.1	0.2
Total	9,268	19.3	100.0

#### Permits Issued in 1966

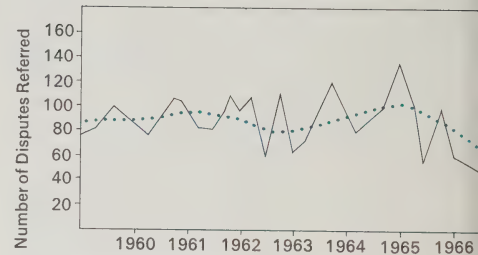
Blanket Overtime Orders	29 industries
Overtime Permits	3,245 establishments
Sale of Vacation Pay Stamp Books	176,953 books
Sale of Vacation Pay Stamps	\$11,242,653
Prosecutions	42 employers
Delegations to Industry and Labour Board	29 delegations

#### Employment Agencies' Licenses

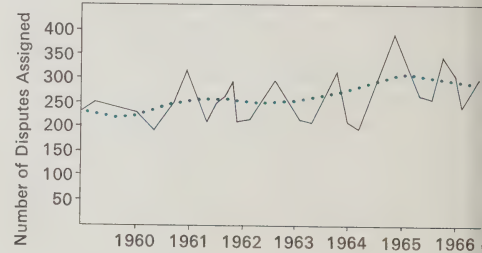
#### Issued during the January - September 1966 Period

Type	Number
A	153
B	19
C	5
D	47

#### Number of Disputes Referred by Quarter to Conciliation Boards



#### Number of Disputes Assigned by Quarter to Conciliation Officers



Quarterly Statistics —————  
Annual Trend ..... .

#### Volume of Conciliation Activity January to December 1965 and 1966

Officer Stage	Disputes		Employers		Employees	
	1966	1965	1966	1965	1966	1965
<i>In Process</i>						
January 1st	175	154	218	166	15333	180
Referred during period	1160	1198	1342	1633	187753	175
<b>Total</b>	<b>1335</b>	<b>1352</b>	<b>1560</b>	<b>1799</b>	<b>203086</b>	<b>193</b>
<i>Disposition</i>						
Settled	628	550	725	617	61367	492
Referred to Boards	257	394	327	465	91970	879
No Board	274	222	314	488	28251	402
Lapsed	14	11	14	11	907	972
<b>Total</b>	<b>1173</b>	<b>1177</b>	<b>1380</b>	<b>1581</b>	<b>182495</b>	<b>178</b>
<i>Board Stage</i>						
<i>In Process</i>						
January 1st	71	88	84	101	11935	167
Referred during period	257	394	327	465	91970	879
<b>Total</b>	<b>328</b>	<b>482</b>	<b>411</b>	<b>566</b>	<b>103905</b>	<b>104</b>
<i>Disposition</i>						
Settled prior to hearings	29	32	32	57	3657	808
Settled during hearings	104	163	145	195	37613	256
Board Report	160	214	183	228	48032	589
Lapsed	1	2	1	2	7	116
<b>Total</b>	<b>294</b>	<b>411</b>	<b>361</b>	<b>482</b>	<b>89309</b>	<b>927</b>

# Department Statistics



## Conciliation Statistics January to December 1966

The year 1966 is one in which significant developments took place in the provision of conciliation services. There were changes in policy and direction which can be summarized as follows:

Conciliation officers were given more technical help; there was relaxation of the compulsory features of conciliation;

Conciliation services were made available whenever and wherever they were requested.

The changes coincided with a very busy year in terms of workload. There were 1,355 disputes in progress in the year, as against 1,352 in 1965. Requests for conciliation services these years were higher than in any preceding year in the 1960's.

As indications of the new directions which conciliation services are taking in 1966, conciliation officers were able to settle 628 disputes, or 54 per cent of the disputes disposed of in 1966, as against 550, or 47 per cent in 1965. Some of this success can be attributed to the policies outlined above.

There were fewer disputes referred to conciliation boards, a reduction of 137 in 1966 compared with 1965. Conciliation boards are now only appointed in unique or special circumstances. As a result of this policy, there were fewer boards disposed of in 1966 than in any of the past nine years.

Post-conciliation activity was increased. There were 274 disputes disposed of in 1966, in which settlement was not effected at the officer stage and a board was not recommended, as against 222 in the previous year, an increase of 52. In these situations the parties continue to bargain and the conciliation services maintain contact with them, and make every effort to achieve settlement. Similar action is undertaken when conciliation boards do not achieve settlements. In 1966, 4 disputes, involving 27,637 employees, were resolved after formal conciliation was concluded.

It will be apparent that the year 1966 proved to be one in which the facilities of the conciliation services. The results can be considered as encouraging, particularly as they occurred in a year in which a tight labour market and rising prices influenced the collective bargaining issues relating to wages and related benefits, and made settlements in many agreements difficult to negotiate.

This is the fifth in a series of continuing articles dealing with statistics produced by the Department's Research Branch in the areas of Conciliation, Labour Relations and Industrial Training. Statistics developed for the Labour Standards article in this issue will, in future, be continued in this section.

## Labour Relations Board

### *Summary of Cases Handled by Board during April-September 1966*

#### *Cases Received:*

In the six-month period April-September 1966, the Board received a total of 687 cases of all kinds, 14 less than in the same period of 1965.

Certification applications accounted for approximately 75 per cent (511) of the 687 total, 3 cases more than the number for the comparable period in 1965. Combined termination and successor status applications dropped to 21 from 35 in 1965.

One hundred and twenty-two of the total April-September 1966 cases were unfair labour practice cases, 5 less than the number received in April-September 1965. These 122 cases included 12 applications for declaration of unlawful strike, down 17 cases for 1965; 50 applications for consent to prosecute, up 17 cases; and 60 complaints of unlawful treatment in respect to employment, down 5 cases. The number of cases received by the Board under 'Miscellaneous Cases' increased to 33 from 31.

#### *Cases Disposed of:*

The total number of cases disposed of by the Board in the six-month period under review was 60 less than in the same period in 1965.

Of the total 664 cases, 506 were certification applications which represented a drop of 11 from the figure for 1965. Termination and successor status applications together decreased to 22 from 39.

Representation elections were held in 66 of the certification applications disposed of in April-September 1966, compared with 47 in the 517 such applications disposed of in the corresponding period in 1965. Of 6,574 eligible voters, 6,377 participated in the April-September 1966 elections, while 3,790 of 3,861 eligible voters participated in the April-September 1965 elections.

The total of unfair labour practice cases disposed of in the six-month period under review decreased by 6 from 120 in 1965. The total included 9 applications for declaration of unlawful strikes, 18 less than in 1965; 42 applications for consent to prosecute, 14 more than in 1965; and 63 complaints of unlawful treatment in respect to employment, 2 less than in 1965.

The number of 'Miscellaneous' cases disposed of by the Board in April-September 1966 declined to 22 from 48 in the comparable period in 1965.

Cases dealt with by the Board during April-September 1966 compared with the same period in 1965 are contained in the following tables:

### Summary of Cases Dealt with by The Ontario Labour Relations Board April-September 1966

Type of Case	Number of Cases			
	Filed		Disposed of	
	April to Sept 1966	1965	April to Sept 1966	1965
Certification	511	508	506	517
Termination	17	30	19	30
Successor Status	4	5	3	9
Strike Unlawful	12	29	9	27
Prosecution	50	33	42	28
Section 65	60	65	63	65
Miscellaneous	33	31	22	48
<b>Total</b>	<b>687</b>	<b>701</b>	<b>664</b>	<b>724</b>

### Industrial Training Branch

The statistics given below are a synopsis of the On-the-Job Training activities of the Industrial Training Branch in the areas of short term and apprenticeship training.

### Short Term Training Program

From the inception of the Short Term Training program in August 1965 to January 27, 1967, 292 projects have been approved; 221 are still active; 30 have been completed; the remainder have either been discontinued or deferred because of a) the substandard qualifications of referrals and/or an inadequate number of prospective trainees b) seasonal requirements of certain industries. In that period a total of 10,458 trainees began training.

During the calendar year 1966, program volume has increased considerably with a total of 259 projects being approved in that period. Projects have been approved in a diversity of occupations ranging from Hosiery Manufacturing through Chemical Processing, Electrical Appliance assembly, Furnace Building, Furniture Making, Metal Spinning, and Ship Building to Hard Rock Mining.

### Number of Short-Term Trainees From January 1 - January 1, 1967

	Commenced Training		In Training		Graduates	
	Male	Female	Male	Female	Male	Female
January to March	647	675	447	556	183	258
April	342	263	594	601	86	95
May	410	377	742	699	138	155
June	450	317	1000	761	85	130
July	391	211	1060	729	138	165
August	450	246	1004	691	248	141
September	632	471	1234	778	227	166
October	986	544	1700	718	417	191
November	507	299	1532	797	329	215
December	505	297	1449	722	356	209
January	438	243	1286	680	406	158
	<b>5758</b>	<b>3943</b>			<b>2613</b>	<b>1883</b>

The months of greatest activity were September and October, when 2,633 persons or 34.2 per cent of total number commenced training.

### Long Term (Apprenticeship) Training Program

During the period April 1st, 1966 to January 27, 1967, there have been 5,816 contracts of apprentices registered, with an all-time monthly high of 784 registrations recorded in January 1967. This includes 1,002 registrations in trades without regulations. It is anticipated that total registrations will reach 7,000 by the end of the Fiscal Year, March 31 1967, compared with 5,012 registrations last year.

The most significant trend in the fiscal period has been the sustained interest and increased registration. In many of these, certificates may be required but are not necessary in order to practise.

### Number of New Registrations in Regulated Trades April 1 1962 - April 1 1966

		Increase
April 1 1962 - March 31 1963	2682	350
April 1 1963 - March 31 1964	3241	559
April 1 1964 - March 31 1965	4243	1002
April 1 1965 - March 31 1966	4174	-69*
April 1 1966 - January 31 1967	4649	475 (10 Months)

### Registrations by Month April 1 1966 - January 31 1967

April	405	September	548
May	343	October	522
June	309	November	564
July	333	December	620
August	360	January	645
			<b>4649</b>

\*Two factors influenced registrations in this period:

1. Re-assignment of field counsellors to other duties during the latter part of the year.
2. Emphasis on short-term training during the same period.



# People and Events



## Appointments

Mr. M. Keith Dibble, formerly Director of Personnel for the Ontario Department of Labour, has been appointed Director of Administrative Services Division for the Department. Mr. Dibble has served as Director of Personnel since 1964.

In his new position, he will be responsible to the Deputy Minister for the Personnel and Accounts Branches, as well as for the Office Services and supply functions and the District Offices. Mr. Dibble's position has been effected as part of the Department's current organization program.

The seven District Offices – located in Ottawa, Kingston, Hamilton, London, Kitchener, Windsor and Port Arthur – are designed to provide representation for the Department of Labour throughout the province. The Offices provide public service primarily in the areas of industrial training and labour standards. The Department now has offices at Sault Ste. Marie and Sudbury, to suggest future expansions are planned for offices at Sault Ste. Marie and Sudbury.

Born in Cereal, Alberta in 1916, Mr. Dibble accepted permanent commission with the R.C.A.F. in 1946. He served as an instructor in the Administration and Navigation Training School for some years, and later served as Senior Navigator and Executive Officer in a Maritime Squadron on the West Coast.

During his last six years in the Service, Mr. Dibble was seconded to the Pay Research Bureau of the Federal Civil Service Commission.

On his retirement from the R.C.A.F. in 1963, with the rank of Squadron Leader, Mr. Dibble joined the Pay Research Branch of the Ontario Government.

Mr. Frank G. Harrington, Solicitor for the Department, was appointed Queens Counsel by the Lieutenant-Governor Earle Rowe January 1, 1967. Mr. Harrington has directed the Department's Legal Branch since November 1965.

Mr. D. Alex Willis, who was secretary to the Ontario Minister of Labour in 1937, has returned to the Department after a 30-year absence and a career in the R.C.A.F., to take up the post of District Office Manager, Ottawa. His duties will be related particularly to the areas of labour Standards enforcement and Industrial Training projects as well as the activities of other branches. His office will provide an administrative service to field staff who are in constant contact with many communities in Eastern Ontario.

## Injunction Study

The Department has published the *Report of a Study on the Labour Injunction in Ontario*. The study was undertaken in June, 1966 to provide background in-

formation for an anticipated public inquiry into the labour laws of the province. The report was drawn to provide data relevant to such an inquiry expressed in neutral terms from which interested parties might draw conclusions or base arguments.

The study consists of seven independent reports prepared in two parts as follows:

1. The Labour Injunction in Ontario: Procedure and Practice; by Professor Horace Krever of the Faculty of Law at the University of Toronto.
2. The Labour Injunction in Ontario: Juridical Data 1958-1966; by Professor E. E. Palmer of the Faculty of Law at the University of Western Ontario with the necessary searches conducted by Robin A. Scott, Department of the Attorney General of Ontario.
3. Industrial Conflict in Ontario 1958-65; compiled under the direction of J. R. Kinley, Director of Research, Ontario Department of Labour.
4. Labour News: in Canada and in Ontario; prepared by M. T. Mollison, student-at-law.
5. Strike Law and the Labour Injunction: The British Experience 1850-1966; by K. W. Wedderburn, Cassel Professor of Law in the University of London (London School of Economics).
6. Restraints on Trade Union Activity in Australia; by H. J. Glasbeek, Assistant Professor of Law at the University of Western Ontario.
7. The Labour Injunctions in the United States; by Benjamin Aaron, Professor of Law and Director of the Institute of Industrial Relations at the University of California.

A limited number of copies were distributed to labour and management groups as well as reference business libraries throughout the province.



### New Women's Booklet

The Women's Bureau is publishing a comprehensive handbook which defines women's rights in the areas of politics, property, marriage and divorce, as well as laws affecting the working woman.

The booklet, titled *Law and the Woman in Ontario* will be available in early March on request from the Women's Bureau, Ontario Department of Labour, 74 Victoria Street, Toronto 2.

### Tests for Apprenticeship Candidates

A pilot project has been launched to assess, by a series of tests and interviews, applicants who wish to enter Apprenticeship Training without the Grade X standing required by law.

The tests are administered by the Adult Training Counselling Centre and include English comprehension, fundamentals of arithmetic and verbal, abstract and mechanical reasoning. Testing is designed to indicate whether the candidate is functioning at a Grade X level or better, his intelligence and learning capacity, and the amount of useful general knowledge acquired since leaving school.

Test results are graded according to the percentile principle—how well each candidate did above or below a standard norm—and tend to point out strong points and weaknesses. A candidate may achieve a high score in mechanical dexterity and a low score in theory. He will be directed in his best interests by the counselling team.

The deciding factor is an intensive interview by a committee of Industrial Training Branch and Adult Training Centre counsellors who will permit Apprenticeship Training if the candidate is functioning at a Grade X level of comprehension and speed. However, even a successful candidate may be advised to receive formal training in subjects he finds difficult.

Since the project began in September 1965, 75 per cent of candidates have been successful and entered the Apprenticeship Training Program.

Some candidates are referred to the Industrial Training Branch by trades schools, and field counsellors locate others who are working in a trade without the necessary academic qualifications. Many are simply anxious to become apprentices. At present 20 to 25 persons, ranging in age from 19 to 45 years, are assessed each week.

### Royal Commission Inquiry

The Royal Commission Inquiry into Labour Disputes conducted by the Honourable Ivan C. Rand held first hearings in Toronto on January 10th to the 27th. Further hearings will be held by the Commissioner in the following cities:

*Kingston* (March 13–17)

*Windsor* (March 27–31)

*London* (April 3–7)

*Hamilton* (April 10–14)

*Toronto* (April 17–21)

*Port Arthur* (April 24–28)

*Sudbury* (May 1–5)

*Ottawa* (May 8–12)

### New Apprenticeship Allowances

Increased weekly allowances for apprentices engaged in On-the-Job Training Programs came into effect January 30th.

The Department of Labour, which conducts the apprenticeship program in cooperation with the Department of Education provides fees, transportation costs, and allowances to cover living costs while the student is engaged in his course at a Provincial Institute of Trades.

Previous allowances ranged from \$20 to \$40, scaled to the apprentice's marital and dependent status. The new scales will be \$35 to \$90 per week.

Under the new scale, an apprentice with no dependents, who is living at home while taking formal educational instruction, will receive a weekly allowance of \$35 instead of the present \$20.

Students without dependents and living away from home, will be paid \$50 a week. Apprentices with dependents will be eligible for correspondingly high allowances: \$55 for those who live at home and have one dependent; \$65 or \$80 for two dependents, and \$75 or \$90 for those with three dependents.

### Trench Excavation

1966 was a fatality-free year in trench excavation work in Ontario, the first year in which such a record has been established.

The 1966 achievement follows a pattern of decreasing trenching fatalities since 1963 when 10 men were killed. The death rate dropped to six in 1964 and five in 1965. Preliminary estimates of length of trench excavated in 1966 indicate an increase over 1965 when approximately 6 million lineal feet (or 1,111 miles) of trenches were excavated.

Trenching is a growing area of construction as new sewage systems are installed around Ontario to relieve river, stream and lake pollution. Also contributing to this growth are new water mains for growing urban centres, storm sewers and gas and oil pipe line construction.

### Automatic Data Processing

The Department is currently installing an electronic data processing system in the Victoria Street office in Toronto.

Heaviest usage of the system is anticipated in the areas of field inspection and enforcement in the branches of the Safety and Technical Services Division. It will also handle records and data in the areas of manpower training, management reporting, labour research, and accounting procedures.

The system will be operated under the direction of William H. Lehman, who came to the Department last year from the RCAF. As an Air Force staff officer he developed and conducted work study and management analysis programmes.

It is the Government's policy that any personnel savings will only be accomplished through reducing new hirings rather than through the reduction of present staff. The Department has, since 1962-63, increased its complement from 401 to the present figure.

865 personnel. It is also expected that the new system will bring greater organization and control to the present workload.

The copious files and paperwork will be weeded out, bringing to immediate attention the cases demanding prompt investigation. Supervisors and inspectors, especially in the Safety and Technical Services Division, will be able to devote their concentrated efforts where they are most urgently required.

It is also probable that many Labour Department operations will be integrated in the future, giving field representatives greater and more far-reaching control in such areas as apprenticeship and tradesmen counselling and investigation.

The first task Mr. Lehman and his staff face is the conversion to magnetic tape of the data contained in 15 million department files. The new branch is currently working in the area of Boiler Inspection, and analysts are composing records of all the data that field inspectors must possess to inspect annually each of the 15,000 uninsured boilers and pressure vessels in Ontario. The analysis team must become fully acquainted with every aspect of the Branch's operation

to record, and periodically update, its files.

Among other examples of the programs A.D.P. must conduct: 35,000 Certificates of Qualification must be renewed each year in the Operating Engineers Branch; 15,000 elevators must be inspected annually; and 100,000 tradesmen's certificates must be issued each year.

Planned for the future is a central library for the Department, and all files will be available on microfilm for the use of and contribution to by all Branches. Many scale drawings, specifications and reports take up increasing storage space, and reference to the material will be more efficient when the library is developed.

A medium-to-large scale computer is also planned for the Queen's Park Complex which will be shared by the Departments of Economics and Development, Lands and Forests, Municipal Affairs and Labour.

This computer and its staff will be responsible to the Labour Department but the Department is employing its own complete staff of analysts, programmers and machine operators to total 21 by March. This staff will devise a programme specification, and write and run the programmes for seven branches of the Department.





# View from the House



## Athletics Control Act

Eleven revisions have been made to Regulations governing Professional Boxing.

The following revisions are now in effect :

### *Professional Boxing*

In the event of a knockdown at the end of a round, the count will continue after the bell except in the last round. The Boxer shall be counted out if he has not risen by the count of ten.

- The minimum weight of gloves is increased from five to eight ounces.

- Ring floor padding is increased from one inch to one and one-half inches.

- Boxers who are residents of Ontario are required to undergo an Electroencephalographic examination to detect possible brain damage, when first applying for a boxing license.

- The Commissioner may demand that a Boxer undergo such an examination e.g. – one who has suffered a recent series of knockouts.

- A Boxer who has been knocked out during a bout shall be automatically suspended for 30 days.

- Main bout contestants are required to pass a pre-medical examination from three to six days before a bout to ensure sufficient time for a substitute to be signed if necessary.

- The age at which a Boxer may fight professionally has been set at 18 years.

- Re-entry time for a Boxer who is knocked out of the Ring and off the Ring Apron, is extended from ten to 18 seconds.

- A Professional Referee must pass a medical examination once a year in order to obtain a license.

- A Professional Boxer from outside the Province must produce a license from the jurisdiction of his residence before fighting in Ontario.

### *Amateur Boxing*

Six new features have been incorporated in the Rules governing Amateur Boxing.

The changes regarding the knockdown at the bell, floor-padding thickness, the 18 second rule for Ring re-entry and the annual medical examination for the Referee are the same as for Professional Boxing. Glove weight for Amateurs is increased from eight to ten ounces.

The Chief Second of a Boxer is empowered to instruct the Referee to stop the Bout at any time and concede defeat for his Boxer.

This is the fourth in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour since the last publishing of *Task*.

## New Hairdressing Regulations

A comprehensive study of the Hairdressing Trade resulted in regulation revisions that are designed to better control the flow of hairdressers into the industry and ensure the availability of alternate learning methods.

- Training may be acquired at private trade schools through the secondary school system, or a formal apprenticeship program.

- Entry qualifications are maintained at Grade X level but progressive achievement testing has been introduced for mature students with less than this level.

- Apprenticeship training hours are reduced from three terms of 1800 hours each to three terms of 1500 hours each.

- Trainees must gain one year of experience on the job after graduation to acquire a Certificate of Qualification. An Interim Certificate will be issued until the requirement is fulfilled. Trainees have two years to cumulate the required 12 month experience.



- Applicants for Certificate of Qualification must obtain an X-Ray report and undergo medical examination to ensure freedom from communicable disease.

- Apprentice hours remain at 40 per week with related evening and Saturday hours to ensure availability of an adequate number of customers for instructional and practical work.

- A new schedule of maximum rates establishes a price standard for all schools which will cover the cost of supplies but prevents unfair competition with Salons.

News from the Ontario Department of Labour  
Volume 2 Number 2, May 1967

# Task



CA20N  
L  
T10







# Task

on. Dalton Bales, Q.C.  
inister

W. Preiner  
ditor

ditorial Board :

M. Eberlee  
eputy Minister

M. Warren  
xecutive Director, Manpower Services

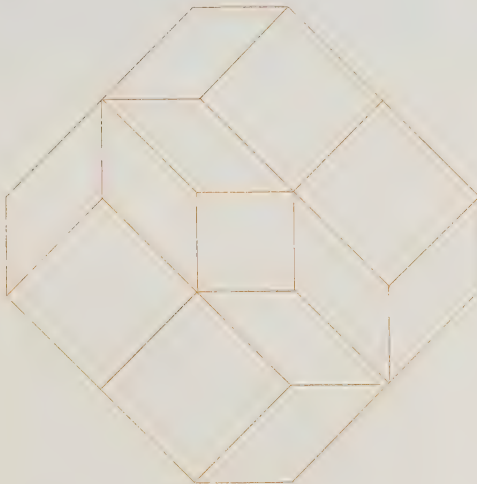
G. Gibson  
irector, Safety & Technical Services

R. Kinley  
irector, Research

Mrs. L. R. Betcherman  
irector, Women's Bureau

D. Burge  
hief, Public Relations and Information Services

4	The Men in the Middle
7	Human Rights in Ontario
9	Statistics Review
16	People and Events
18	Establishment of the Ontario Union Management Council
19	The Career Consultant Centre
20	View from the House



inside front cover photo :  
EDNEWS  
levator inspection

## Cover

This month we view the complex world of Conciliation. A world where issues are not always what they seem and emphasis shifts as time passes – much as the design does on our cover. Examine the whole long enough and even simple structures may tend to become elusive and many-faceted.

# The Men in the Middle

A recent working session for Conciliation Officer Bill McGuire ended at 11:00 a.m. in a committee room at the Kress Hotel in Preston, as he signed a memorandum of settlement between the Franklin Manufacturing Company of Galt and the International Association of Machinists after 25 hours of continuous negotiations. He had been conducting the talks since 10:00 a.m. the day before with only brief breaks for sandwiches and coffee brought to the meetings for him and the disputing parties.

It was not, however, the end of his working day. Instead of returning to his Toronto home, he drove to Stratford to conduct negotiations regarding a nine-week strike which had been on since January, involving employees of the Sealed Air Corporation and the United Auto Workers. The strike was settled that day.

Mr. McGuire is a member of the 14-man Conciliation Services team of the Ontario Department of Labour. Twelve conciliation officers and a legal expert under the leadership of William H. Dickie they work, around the clock when necessary, to maintain labour harmony in the Province.

## Applying for Conciliation

Either labour or management – or both – can apply for conciliation services. In the matter of a dispute which they cannot resolve themselves, they file an application with the Minister of Labour. If both parties have filed it together, it is termed a joint application. The Deputy Minister acknowledges its receipt and asks the other party if it has any objections to the request for services. Five days must pass before conciliation services are granted and the parties are so notified.

Ontario's labour relations legislation requires parties in a dispute to use Government conciliation services before they resort to a strike or lock-out. After the conciliation officer has been appointed, he thoroughly investigates the case and conducts meetings and discussions with each party to attempt to help them arrive at an agreement acceptable to both.

## Steps in Procedure

The various stages in the conciliation procedure are as follows:

- a) A conciliation officer is appointed after meetings at the labour-management level have broken down and application to the Department has been made.
- b) The officer arranges one or more meetings with the two parties.
- c) If these fail, the Minister of Labour may appoint a Board on the recommendation of the officer or decide that "No Board" shall be appointed. In the latter case, 14 days must elapse before a legal strike can be called.
- d) The company and the union have five days to agree

on the appointment of a Board Chairman. If they cannot agree, a Chairman is appointed by the Minister. Each party selects a representative to act on its behalf on the Board.

e) If the Board fails to reach a settlement, it issues a report to the Minister, usually making recommendations. Seven days after the parties receive the report are free to stage a strike or lock-out, if agreement is not reached.

f) In a few cases, compulsory arbitration may be the final stage. This happens in disputes involving hospitals – and then only rarely. In this event, the Arbitration Board issues a report making decisions which are final and binding, and the parties must comply with them.

The system allows for the parties concerned to virtually conduct their own resolution of differences. The role of the conciliation officer is to help the parties in a variety of ways, short of intervention, and to ensure that an objective handling of the dispute acts in the best interests of the public. The rules which govern an employment relationship can thus be administered and carried out successfully and freely in a private discussion process between both parties.

Conciliation Boards are usually appointed only as a last recourse when all other efforts have failed and generally when the issues will set a conciliation pattern. These restrictions in the granting of Boards have improved and strengthened the services of the conciliation officers, since the parties have begun to actively use the Branch services at the officer stage. The Conciliation Boards Division, under Miss Dorothy Johnson, administers the procedure of forming a Board, if one is appointed, and notifies the parties of the Board arrangements.

Formerly, application for conciliation services was made through the Ontario Labour Relations Board. Since 1965 the Conciliation Services Branch has been made fully responsible for the whole conciliation process, from the granting of applications for conciliation services through to the establishment of Conciliation Boards and the release of their reports.

Some companies reach an agreement very quickly, but negotiations can last for months. Often officers must spend 20 to 25 hours at a stretch conducting talks between the parties involved. The meetings can stretch on indefinitely: "We keep saying another hour will seal it off and it doesn't," says Mr. Scott, Assistant Director.

The conciliation services team has adjusted to a life of frequent meetings usually held at night with tight schedules and hours of travelling across the Province. Their slates often call for seven-day weeks and days twice as long as the normal working day.



#### **Conciliation Services Team**

Left to right: J. M. Hopper Norman Soady Jack Dunklee  
J. D. Speranzini W. J. McGuire Victor E. Scott (Assistant Director)  
William H. Dickie (Director) Israel (Doc) Freedman (Legal Advisor)  
H. R. Illing J. R. Dempster H. D. Howells Gordon Greenaway  
Sam Billington B. D. Stevens

As an example, Conciliation Officer J. M. Hopper, recently had the following 10-day schedule: On Tuesday, he attended a Board meeting in Toronto and he drove to Elora on Wednesday to conduct a meeting with the Elora Furniture Company. Talks with the Lloyd-Truax Company in Wingham were held on Thursday, and on Friday he drove to Waterford to settle a dispute at Duo-Heet Ltd. After the weekend he conducted talks in New Hamburg for the Hahn Brass Company, and on Tuesday he held meetings at Witco Chemical in Brantford. Wednesday and Thursday were spent in Hamilton and Windsor.

#### **The Conciliation Caseload**

In 1966, the officers handled 1,350 cases and their percentage of settlements rose to 54 per cent in 1966 from 47 per cent in 1965.

Much of the team's success can be attributed to the responsibilities and authority given the officers in the appointment of a Board and to the knowledge, experience and personal qualities of the conciliation officers. There are no hard and fast academic qualifications required of conciliation staff; prime requisites for the job are a great deal of patience, common sense, a knowledge of human relationships and a sense of humour.

#### **Experience Needed**

It is impossible to train someone for the post in six months. Years of experience as a conciliation officer

are needed to gain the confidence of the parties he must deal with. Tact and objectivity help him gain an honest assessment of a situation.

All of the officers have a broad background of experience in labour-management relations, union structure and contract negotiations. Several men have gained valuable experience in different branches of the Department of Labour and the Federal Government.

One officer was formerly a representative for the Carpenters' Union; another was personnel director of Canadian Admiral Corporation.

The average length of time conciliation officers have held their posts is ten years; and since the conciliation caseload is relatively stable, staff increases are made infrequently.

Assistant Director, Victor E. Scott, attributes this to a work load that has fluctuated by only 50 cases a year since 1957, when a record number of 1,700 cases were handled by the Branch. The team handled more cases last year than were handled nationally from 1948 to the present. In 1967, a total of 1,500 to 1,600 cases is anticipated. One officer may handle six cases at once, as several companies under one agreement may be struck simultaneously. In the hotel industry, for example, 75 to 90 hotels may be under one massive agreement.

The pulp and paper industry is another example of this method of bargaining. The conciliation procedure is the same, but problems arise when only some of the companies concur with the proposed settlement con-



tract. In this case conciliation will take place with the individual companies if they cannot agree on terms.

A similar situation occurs when one company has several plant locations. This is handled in the same way, with meetings conducted with representatives from each plant.

**Issues and Items in Dispute**

On the average, each man handles over 100 cases a year. About 12 issues are usually contained in each dispute, but as many as 150 separate grievances, massed into one issue, have been known to cross the conference table. Wages are at the core of almost every case, but the grievances collected into one "catchall" issue may, in a large industry, be composed of a thousand items.

There are many major issues which have caused strikes and lockouts. In an eight year period recently examined wage demands appeared most frequently, followed by questions of union security. Third in frequency of occurrence was the issue of hours of work, and fourth that of discipline and discharge. Issues that appeared somewhat less frequently pertained to safety measures, management rights, jurisdictional disputes, seniority, vacations and protracted negotiations. At the

lower end of the scale were matters concerning shift differential, leave of absence, supplementary unemployment benefits and severance pay.

The table on page 12 illustrates the frequency with which the various major issues appeared each year, and also gives some indication of shifts in the emphasis placed on them. As shown, demand for wage charges was the predominant issue in each of the years under study, and is the issue which has a clear relationship with trends in the economy. In addition, there is some suggestion of emphasis in recent years on matters associated with technological change, such as seniority and lay-offs.

The Conciliation Services Branch may enter into discussions with a firm even after settlement is reached on the major issues and before a collective agreement is signed.

**Turbulent Period**

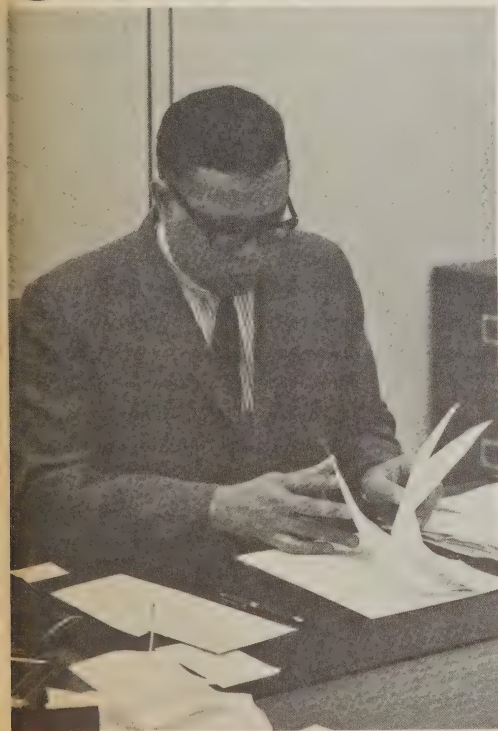
Another situation which calls for the conciliation officer to return to the conference room is the firm's refusal to recall striking employees. If workers have been on strike for a long period and new employees are hired, the firm may not wish to lay off the new personnel to allow strikers to return to their posts. In this event, there is little the officer can do but attempt to negotiate as many back as possible.

Employees began to show a resurgence of militancy in the 1960's, which added to the normal complexities of collective bargaining.

However, the new structure and organization of the Labour Department, which provided improved coordination of all aspects of conciliation services, has greatly increased the contribution of the Branch to smoother labour-management relations in Ontario.



# Human Rights in Ontario



## An address by Dr. Daniel G. Hill, Director, Ontario Human Rights Commission

Many of us, actively engaged in the fight for equal opportunity in employment, housing, and in places of public resort, have become increasingly convinced of the necessity for more direct communication among ourselves; and for more opportunities to analyze, compare and criticize our respective programs with the hope of giving improved and more responsible service to the public and particularly to those minority groups who are expecting results from the legislation and programs we administer. In this regard, I feel that the National Committee for Commonwealth Immigrants should be commended for organizing a conference of this nature and thereby affording an excellent opportunity for us to discuss not only the human rights problems in Great Britain, but the challenging and sometimes perplexing situations that confront human rights agencies in Canada and in the United States.

Fair employment legislation has been enacted in eight of the ten Canadian Provinces and the Federal Government also has human rights legislation in the field of employment.

I would only stress, with some measure of pride, that Ontario has had human rights legislation longer than any other jurisdiction in Canada, and that we are the only government body with full time human rights officers giving service on a regional basis.

Ontario is the industrial heart of Canada and has been blessed by a booming and prosperous post war economy. It has also experienced, in the last sixteen years, a new heterogeneity in its population structure. Formerly homogeneous and populated primarily by people of British descent, we have received well over half of the one million immigrants who have chosen to come to Canada since 1946. The population changes have definitely been reflected in our largest city, Toronto, where inhabitants of British descent dropped from 70% to 40% of the population between 1951-1960. And now, at least 400,000 of the two million inhabitants of Metropolitan Toronto are newcomers—primarily Italian, German, European and Moroccan Jews, French, Polish, Hungarian, Greek, Dutch and Portuguese.

While only 3,000 Negroes were recorded in the 1961 census for Toronto, we estimate that an additional 12,000 Negroes had moved into the city by 1966. An increasing number of Negroes have come to Ontario from the Maritime Provinces and we have recently noted, as well, a definite pattern of immigration by American Negroes into our urban centres.

Another trend, in relation to West Indian Negro immigrants, has been discerned in the City of Hamilton—a steel centre of over 400,000 people. Many new Negro immigrants in Hamilton, although originally

The nineteenth annual Conference of Commissions for Human Rights will be held in Toronto this July 4th to 8th.

Since effective human rights legislation is relatively new throughout North America, controlled experimentation, research in depth, and a free exchange of ideas and techniques with other provinces and countries are regarded by the Commission as fundamental to its operations. The Conference of Commissions is therefore an important link in the evolvement of Human Rights in Ontario.

As a prelude to this major conference, which *Task* will cover in some detail, we present a speech delivered last February in London by Dr. Daniel Hill, Commission Director, to the National Committee for Commonwealth Immigrants Conference. The speech outlines the programs, problems and progress of the Ontario Commission since its inception.



West Indian, came to Canada directly from Great Britain. Many received skills and training here in the United Kingdom before moving to Canada.

Although the present sizes of the Negro and Asian groups in Ontario are still relatively small, they are increasing. Also many of the approximately 50,000 Ojibway, Mohawks, Cree and Iroquois Indians, located in Ontario are moving from reserves to the urban centres. If I were to point to our most serious human rights problem in Canada, it would be in relation to our treatment of Indians. They are numerically significant and have encountered all forms of discrimination.

Canada's need for increased immigration, and the pressures to emigrate on people living in deprived and over-populated areas of the world, would suggest that the Canadian population will definitely be augmented by larger numbers of newcomers with various racial, ethnic and religious backgrounds.

According to recent public statements by the Federal Minister of Manpower and Immigration, The Honourable Jean Marchand, we will be receiving more immigrants from Asia and the West Indies. As a first step in this direction, the Federal Government has now opened offices to encourage immigration from Tokyo and Manila.

I should like now to review, briefly, the history of Human Rights legislation in Ontario and then to discuss our current program and a few of the principles which govern the administration of the Ontario Human Rights Code.

On June 1st, 1962, the Ontario Human Rights Code went into effect, incorporating within one major enactment a number of separate fair practices statutes that dated back almost twenty years. It might be of particular interest to the delegates of this conference to know of Ontario's historic relationship with the mother country in establishing human rights legislation. Upper Canada, as Ontario was then called, legislated in this area of racial justice nearly 200 years ago. It was in 1793, before the First Parliament of Upper Canada, that Governor John Graves Simcoe introduced, "An Act to Prevent the further introduction of slaves and to limit the term of enforced servitude within this Province". This legislation stopped the purchasing of Negro slaves and contained this vicious system at the American border. Governor Simcoe acted despite the objection of a Farmers' Bloc which sought to enlarge the institution of slavery in Upper Canada. Simcoe's 1793 statute did much to create an anti-slavery sentiment which permeated Ontario in the early 1800's and set the stage for the now famous Canadian Abolitionist Movement. Canadian abolitionists – spearheaded by the Society of Friends and numerous other religious and benevolent organizations – actively encouraged refugee slaves from the United States to escape by way of the Underground Railroad and to settle in Ontario. Between 1800 and 1855, approximately 50,000 coloured people – refugees from the tyranny and inhumanity of the American slave system – escaped to Ontario. They had problems of adjustment in Canada, and they encountered discrimination; they were not enslaved,

nor were they chattel. They lived in the knowledge of a British court's ruling that any slave touching Canadian soil would forever be free.

Although most of these early coloured refugees returned to the U.S.A. after the Civil War, a number of them remained; and their descendants and families have for generations participated in the political economic and social development of our Province.

Contemporary human rights legislation in Ontario dates from the passage of the Racial Discrimination Act, 1944, which prohibited the publication or displaying of any notice, sign, symbol or other representation expressing racial or religious discrimination.

In 1962, all fair practices statutes were consolidated into the Ontario Human Rights Code. Included in the Code were previous statutes dealing with employment, public accommodation, housing and equal pay for women. A Commission was established with powers to enforce the legislation and promote an educational program.

Three amendments to the Human Rights Code were passed in 1965. First, the legislation was extended to cover the Provincial Government and all agencies of the Crown. Secondly, the housing section of the Code was lowered from six to three self-contained units in all apartment buildings, and, thirdly, discrimination in the rental of commercial space – the leasing of offices and other commercial properties – was prohibited.

In July 1966, a new statute, the Age Discrimination Act went into effect protecting older workers, 40-65 years of age, from employment discrimination. The Legislature has also empowered the Commission to enforce this statute. Finally, and most significantly, in his speech from the Throne on January 25th of this year, the Lieutenant Governor of our Province, The Honourable Earle Rowe, announced that the fair housing provision of the Ontario Human Rights Code is to be amended to prohibit discrimination based on race, colour or creed in connection with the rental of all housing accommodation. This legislation is currently being drafted and we feel that it will be the most comprehensive housing legislation of its kind in North America.

The program of the Commission is centred in:

1. *conciliation of complaints and enforcement of the legislation*; 2. *public education and affirmative action programs*; and 3. *social research*. It should be emphasized that these three areas are not mutually exclusive but are decidedly interlocking in nature. In our view, there is no clear division, nor should there be, between the Commission's enforcement, education and research programs.

The Commission is composed of six members who meet regularly and are assisted by an administrative staff consisting of seven full-time human rights officers. Within the last year, a regional office has been opened in Windsor, which is near the American border and another in north western Ontario – where large numbers of Indians live.

I might add that our officers operate on a multi-functional basis and are expected to participate in the entire program of the Commission. They conciliate



This is a continuous series of articles dealing with statistics produced by the Department's Research Branch in the areas of Conciliation, Labour Relations, Industrial Training and Labour Standards.



# Statistics + Review

## 6

### Comment of Conciliation Statistics January to March 1967

The accompanying table provides information on the volume of conciliation activity for the January to March period of 1967, and compares the experience with that of the corresponding three months of 1966.

Some points which emerge from the data presented in the table are as follows:

1. A decline was experienced in the number of disputes referred to conciliation officers in the period under review in 1967 compared with the same period in 1966. In 1967, 276 disputes were referred to conciliation officers as against 354 disputes in 1966.

2. Conciliation officers settled a higher percentage of disputes. In 1967 officers settled 148 disputes as against 157 in 1966. The 1967 settlements represented 56 per cent of all disputes disposed of at officer stage as against 48 per cent in 1966. The settlements affected 14,932 employees in 1967 as against 11,193 in 1966.

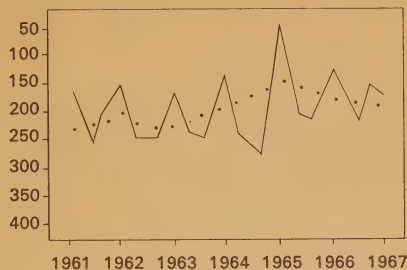
3. There was a dramatic drop in the number of disputes referred to conciliation boards with 25 in 1967 as against 105 in 1966. On March 31, 1967 there were 21 conciliation boards in process as against 86 on March 31, 1966.

4. The number of disputes which resulted in "no boards" increased to 86 in 1967 from 58 in 1966. These disputes were not settled by conciliation officers, and a conciliation board was not recommended. In these situations the parties continue to bargain, and the conciliation services maintain contact with them, and make every effort to effect settlement.

The statistical data for the first three months in 1967 shows a continuation of the trends established in 1966, and reflect the changes in policy and direction of conciliation services which were noted in the March 1967 issue, p. 11.

### Number of Disputes Assigned by Quarter to Conciliation Officers

Number of Disputes

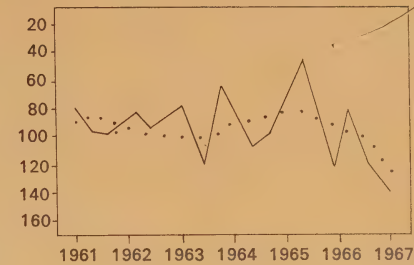


Quarterly Statistics

Annual Trend

### Number of Disputes Referred by Quarter to Conciliation Boards

Number of Disputes



Quarterly Statistics

Annual Trend

### Volume of Conciliation Activity January to March, 1966 and 1967

Officer Stage	Disputes		Employers		Employees	
	1967	1966	1967	1966	1967	1966
<b>In Process</b>						
January 1st	151	175	192	218	20721	15333
Referred during period	276	354	367	397	30245	40645
<b>Total</b>	<b>427</b>	<b>529</b>	<b>559</b>	<b>615</b>	<b>50966</b>	<b>55978</b>
<b>Disposition</b>						
Settled	148	157	217	174	14932	11193
Referred to Boards	25	105	27	135	8901	12951
No Board	86	58	118	73	12106	6591
Lapsed	2	6	2	6	37	176
*Mediator	1	—	1	—	1	—
<b>Total</b>	<b>262</b>	<b>326</b>	<b>365</b>	<b>388</b>	<b>35977</b>	<b>30911</b>
<b>Board Stage</b>						
<b>In Process</b>						
January 1st	33	71	49	84	14466	11935
Referred during period	25	105	27	135	8901	12951
<b>Total</b>	<b>58</b>	<b>176</b>	<b>76</b>	<b>219</b>	<b>23367</b>	<b>24886</b>
<b>Disposition</b>						
Settled prior to hearings	1	7	1	7	90	475
Settled during hearings	14	38	23	46	931	5328
Board Report	22	44	29	50	14665	8821
Lapsed	—	1	—	1	—	7
<b>Total</b>	<b>37</b>	<b>90</b>	<b>53</b>	<b>104</b>	<b>15686</b>	<b>14631</b>

\*The appointment of conciliation officer was terminated by appointment of mediator in accord-

ance with section 14(1) and 14(2) of The Labour Relations Act.

Summary of Cases Handled by Board during April-November 1966

Cases Received :

In the eight-month period April-November 1966, the Board received a total of 886 cases, 62 less than in the period 1965.

Certification applications accounted for approximately 74 per cent (655) of the total, 13 cases less than for the comparable period in 1965. Combined termination and successor status applications dropped to 34 from 51 in 1965.

One hundred and fifty-four of the April-November 1966 total were unfair labour practice cases, 37 less than the number received in April-November 1965. These 154 cases included : 19 applications for declaration of unlawful strike, a 50% decrease since 1965; one application for declaration of unlawful lockout; 59 applications for consent to prosecute and 75 complaints of treatment in respect to employment.

The number of cases received by the Board under "Miscellaneous Cases" increased to 43 from 38.

Cases Disposed of :

The number of cases disposed of in the eight-month period under review totalled 915, a decrease of 17 from the 1965 period

Of this total, 685 were certification applications which represented an increase of 12 from the figure for 1965. Termination and successor status applications together decreased to 33 from 53.

Representation elections were held in 94 of the certification applications disposed of in April-November 1966, compared with 67 in the 673 such applications disposed of in the corresponding period in 1965. Of 8,741 eligible voters, 8,500 participated in the April-November 1966 elections, while 4,484 of 4,562 eligible voters participated in the April-November 1965 elections.

The total of unfair labour practice cases disposed of decreased by two from 154 in 1965. This included 17 applications for declaration of unlawful strikes, 53 applications for consent to prosecute and 82 complaints of unlawful treatment in respect to employment. One application of unlawful lockout was disposed of in the 1965 eight-month period compared with none in 1966.

The number of "Miscellaneous" cases disposed of by the Board in April-November 1966 declined to 45 from 52 in the comparable period in 1965.

Cases dealt with by the Board during April-November 1966 compared with the same period in 1965 are contained in the following table

Summary of Cases Dealt with by The Ontario Labour Relations Board April - November 1966

Type of Case	Number of Cases Filed		Disposed of	
	April to 1966	Nov. 1965	April to 1966	Nov. 1965
Certification	655	668	685	673
Termination	25	45	25	44
Successor Status	9	6	8	9
Strike Unlawful	19	38	17	33
Lockout Unlawful	1	3	—	1
Prosecution	59	73	53	42
Section 65	75	77	82	78
Miscellaneous	43	38	45	52
Total	886	948	915	932

Labour Standards Statistics January 1 to March 31, 1967

Two tables introduced in the last report—*Permits Issued and Employment Agencies Licenses Issued*—have been excluded since significant trends are only apparent in an annual accumulation.

It should be noted that "employees affected" under general inspection has, in the three months under review, increased by more than 3,000 over the total in 1966.

Summary of Activity

1,797	Field Working Days
11,773	Investigations completed for all statutes
3,924	Average Number of inspections per month
6.5	Average Number of inspections per man day
2,362	Complaint Investigations completed for all statutes

Complaint Inspections to January 1/67 from March 31/61 by Statute

	Number	Per Cent of Complaint Inspections	Per Cent of all Inspections
Minimum Wage	392	3.3	16.6
Vacations with Pay	1,304	11.1	55.2
Industrial Standards Schedules	171	1.5	7.2
Fair Wage Schedules	492	4.2	20.9
Wages Act	3	—	.1
Total	2,362	20.1	100.0

Labour Standards Inspections January 1 to March 31 1967

	Total Inspections Completed (Pro-Rated)	Employers Assessed	Employees Affected	Dollars Collected
Minimum Wage	2,688	215	361	17,400.00
Vacation with Pay	6,004	1 001	6,754	88,528.47
Industrial Standards	1,177	62	305	14,779.81
Fair Wage Schedule	1,884	90	441	15,412.03
Wages Act	20	—	—	—
Total				136,120.31



## Industrial Training Statistics

*Year-end Summary – April 1st, 1966 to*

*March 31st, 1967*

The statistics given below are a synopsis of On-the-Job Training activities of the Industrial Training Branch in the areas of short-term and apprenticeship training for the fiscal year.

The short-term training summaries shown are accurate to within two weeks of publishing but may, if necessary, be adjusted in subsequent issues on completion of a proposed final review by the Branch.

### *Long Term (Apprenticeship) Training Program*

During the period April 1st, 1966 to March 31st, 1967 there have been 7,149 contracts of apprenticeship registered, an all time high for registrations since inception of the program in 1928. The figure also represents a 40 per cent increase over the previous year when 5,012 apprentices were registered.

During the period, there was a total of 12,407 apprentices registered in trades with regulations and 2,640 in trades without regulations.

The largest trade is that of Motor Vehicle Repairer with 5,132 active apprentices. In the building trades area, there were 2,509 active apprentices in the Electrical trade.

The most significant increase in the number of active apprentices in a single trade was in that of Chef with a total of 209 compared with 126 on March 31, 1966.

Growth in apprenticeship registrations is attributable to several factors which include: increased participation by both management and labour in apprenticeship; increased emphasis on advertising and promotion programs; greater financial and technical assistance provided by the Department; revised regulations concerning trades training and compulsory certification; and new courses being established by the Department and the Provincial Institute of Trades.

Also responsible for the increase were recent innovations in the program. The Apprenticeship allowance was increased in January of this year to double living allowances for apprentices attending a Provincial Institute of Trades, and assessment tests were made available in September 1966 to Apprenticeship candidates who have not attained required Grade X standing.

## Number of Active Apprentices

**April 1, 1964 – April 1, 1967**

April 1, 1963 – March 31, 1964	9,179
April 1, 1964 – March 31, 1965	11,342
April 1, 1965 – March 31, 1966	12,454
April 1, 1966 – March 31, 1967	15,047

### *Short-Term Training Program*

Short-Term Training projects approved since the program began in August 1965 to March 31st, 1967 number 316, with 58 projects completed. Still active are 203 pro-

jects, with the remainder discontinued or deferred due to the substandard qualifications of referrals and/or an inadequate number of prospective trainees, and seasonal requirements of certain industries. In the same period, 12,648 trainees began training, with 6,063 trainees completing the program. Still in training are 1,711 trainees.

During the first three months of 1967, the number of trainees rose from 10,482 at the end of January to 12,648 on March 31st, showing an increase of 2,048 trainees processed during the period.

### **Number of Short-Term Trainees From January 1 – March 31st, 1967**

	Commenced Training		In Training		Graduates	
	Male	Female	Male	Female	Male	Female
January to March	647	675	447	556	183	258
April	342	263	594	601	86	95
May	410	377	742	699	138	155
June	450	317	1000	761	85	130
July	391	211	1060	729	138	165
August	450	246	1004	691	248	141
September	632	471	1234	778	227	166
October	986	544	1700	718	417	191
November	507	299	1532	797	329	215
December	505	297	1449	722	356	209
January	438	243	1286	680	406	158
February	314	274	1265	694	229	141
March	1150	418	1288	423	742	382
<b>Total</b>	<b>7222</b>	<b>4635</b>			<b>3584</b>	<b>2406</b>

Watch repair training





## Major Issues in Strikes and Lockouts in Existence in Ontario 1958-1965

Major Issue	Yearly Frequency of Issue							
	1958	1959	1960	1961	1962	1963	1964	1965
Wage demands	88	41	72	86	95	86	90	143
Union security	9	16	26	14	17	26	32	30
Hours of work	8	1	13	19	16	13	18	20
Discipline and discharge	9	7	9	13	14	10	26	17
Safety measures	6	4	8	7	10	15	19	17
Fringe benefits	7	10	11	14	11	7	11	7
Management rights	5	4	5	8	6	18	8	19
Signing of first agreement	—	4	6	10	12	21	7	4
Jurisdictional disputes	4	4	11	7	5	9	6	9
Seniority	8	4	4	11	5	5	9	4
Vacations	2	—	2	2	1	2	8	22
Sympathy strikes	3	5	7	7	3	3	4	5
Welfare benefits	—	1	—	2	2	7	4	18
Union recognition	4	—	5	3	1	6	1	6
Overtime	1	—	3	5	3	5	4	4
Prolonged negotiations	—	4	—	1	—	4	1	14
Interpretation of agreement	1	3	4	—	3	2	6	2
Lay-offs	4	1	2	3	3	3	1	4
Statutory holidays	—	1	2	2	1	3	—	12
Job reclassification	3	1	4	1	1	1	2	1
Incentive pay	—	—	—	1	2	3	3	3
Contracting out	—	—	2	2	3	—	1	2
Pensions	—	—	—	—	3	—	2	5
Technological change	1	1	2	—	1	1	1	2
Grievance procedure	—	3	1	1	1	1	1	1
Retroactive pay	2	1	1	—	2	1	1	—
Term of agreement	1	—	1	—	1	1	1	1
Shift differential	1	1	—	1	—	1	—	1
Training	1	—	—	—	—	2	1	—
Leave of absence	—	—	1	—	—	—	1	2
Wash-up time	—	—	—	—	—	1	—	2
Supplementary unemployment benefits	—	—	1	1	—	—	—	—
Severance pay	—	—	—	—	—	—	1	1

complaints, initiate human rights educational programs, and assist in developing Commission-sponsored research projects.

### Conciliation

Contrary to the more formal practices of many human rights commissions, where the investigation of a complaint and the ensuing report are frequently kept separate from settlement procedures, the investigator under the Ontario program is empowered to obtain an "on-the-spot" settlement. We believe that it is extremely important to keep the length of administrative time used in seeking to assist the complainant—or exonerate the respondent—down to a minimum. The conciliation process is very flexible and, as a policy, the investigator concentrates rather less on the issue of legal guilt than on the issue of effecting a satisfactory settlement. Although, our procedures are kept fairly simple, we *do* employ legal counsel when needed. It might be said that we "sort of feel our way" into every case.

If the complaint involves an apartment and a case has been established against the respondent, he will be urged to act in good faith and offer the complainant an apartment; if it is a job, he has to offer the individual immediate employment or assure him that within a given period of time, employment will be forthcoming; if he has denied the complainant a haircut he is asked to cut his hair immediately; if he has denied resort accommodation, he will be required to offer it.

This settlement-oriented approach has been generally successful but not always effective in the case of hostile or recalcitrant respondents. In such cases the respondent is warned that a public board of inquiry, or prosecution, or both will be sought if conciliation procedures are not successful.

Since the advent of the Code in 1962, the Commission had handled about 800 formal complaints involving some 17 different religious, racial and ethnic groups—half of these cases were resolved to the satisfaction of the complainant. We have also adjudicated approximately 2,000 informal and miscellaneous complaints—using the Commission's good offices to handle cases of alleged discrimination that lie outside the purview of our legislation. Of the 800 formal cases, it has been necessary to institute 13 public boards of inquiry. And in 11 of the 13 boards, the case was satisfactorily settled and resolved at the hearing level—with the complainant receiving the job, housing or public accommodation.

Because of the minimal nature of the fine levied,—\$100 for individuals and \$500 for corporations, some individuals might, at first, choose court proceedings rather than relinquish their discriminatory policy. However, section 17(1) and (2) of the Code is designed to discourage such action. It empowers the Commission to institute injunction proceedings to the Supreme Court in the case of repeated offenses.

### Education

Our educational program is geared to the needs of specific interest groups and includes pamphlets published in ten different languages. We are now plan-

ning pamphlets and broadcasts in the Ojibway language. At the same time, Commissioners and staff are actively engaged in public speaking, writing and in radio and television work.

### Co-operation with Voluntary Associations

We have found that the Commission has to maintain a close working relationship with the numerous religious, labour and voluntary associations that are directly or marginally involved in combating prejudice and discrimination. We are continually devising methods of co-operation, or sharing information and data, of participating in conferences and programs, and of alerting each group to current and potential problems. Community organizations are not only useful channels for developing our educational work, but they are assuming the more important role of actively referring cases to the Commission. Within the last year major cases have been referred to us by the YMCA, the Anglican Church, the Canadian Jewish Congress, the Jamaican-Canadian Association, the Japanese-Canadian Citizens Association, the Indian-Eskimo Association and the African Students Foundation. These organizations have all been actively engaged in Commission-sponsored programs and have taken the responsibility of counselling and representing individuals who believe they have faced discrimination. Generally, community groups ask for and receive Commission reports regarding the disposition of any cases which have been referred by them to the Commission. They may also be involved, at the discretion of the investigating officer, in the conciliation process.

We also work closely with local communities that have been affected by racial tension or strife. When 400 Ojibway Indians marched on the Town of Kenora in northwestern Ontario last year and demanded equal opportunity in employment and better living conditions in general, the Commission assisted the Mayor of Kenora in establishing a citizens' committee, including those Indians who led the march, in an attempt to resolve some of their grievances.

In Amherstburg, Ontario, near Windsor, 300 Negro families alarmed at seeing a Ku Klux Klan cross burned in their home town and bitter about the relationship between the Negro and white communities, came together with a specially appointed committee of the Mayor of Amherstburg to discuss their grievances. The Commission actively assisted this committee, meeting with them on a monthly basis and working out a program for better housing and employment opportunities for Negroes in the town.

A third educational program involves obtaining specific *voluntary agreements* signed and implemented among employers, employment agencies, apartment developers and real estate interests. I would like to mention a few of these agreements.

Over 100 private employment agencies and consultants, licensed under the government's Employment Agencies Act, have signed a "Declaration of Equal Employment Opportunity", pledging their co-operation to the advancement of full and equal employment opportunity for all qualified workers irrespec-





tive of race, creed, colour, nationality, ancestry or place of origin. To implement this pledge, the employment agencies took the following direct action: circulation of a memo to all staff clearly stating that there would be no discrimination; instructions that the acceptance of job orders from employers were to be based solely on specifications of occupational fitness together with the refusal to process any discriminatory job orders; the classification and referral of all qualified applicants without designations in respect of race, creed, colour, nationality or place of origin; and a periodic review and evaluation of all referral practices in collaboration with the Commission.

The Department of Labour – through collaboration with the Human Rights Commission – reserves the right to withhold or deny a license to any employment agency that is in contravention of the Ontario Human Rights Code.

Similarly, in June 1966, at Queen's Park, the Ontario Association of Real Estate Boards, comprising 9,000 members with member boards in 43 cities and representing 80% of all those registered to sell and deal with real estate in the Province, signed a very concrete agreement supporting the objectives of the Ontario Human Rights Code. In the agreement, the Association pledged itself to 1. the acceptance of property listings from the public on an unrestricted basis and without reference to race, creed, colour, ancestry or place of origin; and agreed to instruct all real estate personnel accordingly; 2. the encouragement of the use of the educational and conciliation services of the Ontario Human Rights Commission in order to promote full and equal housing opportunity for all members of the public.

## Research

The third feature of the human rights program is Commission sponsored study or research. We feel there is a need for more factual information to buttress the Commission's educational and enforcement program. The Commission staff rarely encounter hate-filled bigots with uncontrollable desires to maintain discrimination. Ontario bigotry is more polite in nature. At least in their overt manifestations Ontario residents charged with discrimination react favourably to reason, facts and firmness. But there is a continued need for research, in order to make our program less speculative in defining the nature and scope of discriminatory practices. In our approach to research we have departed from the practice of some of the American Commissions that have established research departments of their own.

We feel that objective research in the delicate area of human relations can more properly be conducted under university auspices. Based on this assumption, three universities have already conducted regionally based research projects which we have sponsored. These regional studies conducted throughout the province on socio-economic conditions of immigrant and minority groups have already given the Commission a more useful, long-range approach to the problem of discrimination.

Research is also turned inward and we permitted eight graduate students proceeding to their master's of social work degrees at the University of Toronto to study our administration. Although they gave us a rather rough "going over", it was effective and helpful to us in re-organizing our education and conciliation procedures. We will continue to encourage university research into our administration, for it is a proper safeguard – along with the effective watchdog function of voluntary organizations against an impersonal, institutionalized approach to the sensitive area of human relations and it is, as well, a check against creeping bureaucracy.

In conclusion, I would like to outline the Commission's newest orientation – one which a number of in very short order, begin establishing regional advisory committees staffed by human rights officers. These committees will not be engaged in the administration of complaints and cases but they will aggressively initiate meaningful, affirmative action programs designed to integrate minority group people into the industrial and commercial life of Ontario. They *will not* be involved in giving general, platitudinous speeches on the philosophy of brotherly love and human kindness; but they *will* be given the specific tasks of creating increased employment, apprenticeship, vocational and housing opportunities for immigrants and minority group people in Ontario. I think it is now amazingly clear to all of us who are administering human rights legislation that we must go beyond the stage of simply receiving complaints and locking our programs into government grants, training, licensing and creating the systematic review of the employment and housing policies of all the people who do business on the public market.

# People and Events



Capsule news about people and events in and around the world of labour in Ontario.



## Appointments

Mr. G. William Reed, QC, has been appointed Chairman of the Ontario Labour Relations Board for which he has served as alternate chairman since 1956.

Mr. Reed served on the Faculty of Law at the Osgoode Hall Law School from 1947 to 1948 and he became an associate professor of law at the University of Alberta Law School in 1953. During 1961 and 1962 he served as director of the legal services project for the Glassco Royal Commission on Government Organization.

- Mr. Jacob Finkelman, QC, Chairman of the Ontario Labour Relations Board from 1944 to 1947 and from 1953 to the present, has been appointed Chairman of the Public Service Staff Relations Board in Ottawa.

The Public Service Staff Relations Board will be the authority under which Federal civil servants conduct collective bargaining. The Board is established under the Public Service Staff Relations Act, which has just been passed by Parliament.

Mr. Finkelman has been a consultant in the drafting of the Act since 1965.

Mr. Finkelman became a full professor of the University of Toronto Law School in 1944, the same year he was appointed the first Chairman of the Ontario Labour Relations Board. He was appointed King's Counsel on October 1, 1946.

- Mr. Arni S. Arnason has been appointed Human Rights Officer for the Human Rights Commission.

Mr. Arnason will be responsible for the administration of The Age Discrimination Act 1966, as well as counselling duties and conciliation case work.

Mr. Arnason brings a broad background of experience to his new position. He studied Social Sciences and Social Welfare at the Universities of Manitoba and British Columbia, and he attended many courses as both a student and instructor in the fields of human relations, community leadership and inter-group relations. He also taught for six years at the junior high school level.

1957 to 1959, he was executive director of the Vancouver Civic Unity Association, and worked closely with the Vancouver Labour Committee on Human Rights. His agency was instrumental in the passage of Vancouver City by-law on Fair Accommodation Practices.

Mr. Arnason was a Regional liaison officer with the Citizenship Branch of the Federal Department of Secretary of State from 1959 to 1966, in both Saskatchewan and Sudbury. His duties with the Branch involved work with the Indian population, and he established a working liaison between municipal organizations and adjoining reserve communities.



## PR Award of Excellence

The Canadian Public Relations Society has presented the Department's Public Relations and Information Branch with an Award of Excellence in the category of best printed material or article(s) in support of education.

The national award was made for a series of six apprenticeship pamphlets, printed in basic primary colours, which detail the Department's training program and describe the popular trades of Chef, Electrician, Baker, Mechanic, Tool and Die Maker, and Watch Repairer.

## 19th Annual Conference of Commissions for Human Rights

The 19th Annual Conference of Commissions for Human Rights will take place at the Royal York Hotel, Toronto, from July 4 to 8, 1967, with the Ontario Human Rights Commission acting as host. The purpose of the conference is to enable commissioners and administrators of human rights agencies with enforceable legislation on the municipal, provincial and state, and federal levels to come together to discuss matters of mutual concern in relation to human rights. Several hundred delegates are expected to attend the 1967 conference, representing some thirty-two provincial and state human rights commissions, over one hundred municipal commissions, and representatives from Great Britain will also be present.

The theme of the conference is "Human Rights Agencies and Alienated Communities. Major papers will be presented by Mrs. Sadie Alexander, Chairman, Philadelphia Commission on Human Relations; Mr. Burton Gordin, Executive Director, Michigan Civil Rights Commission; and Mr. Kenneth A. MacDonald, Chairman, Washington State Board Against Discrimination. Canadian perspective will be provided in the workshops by the participation of persons from Canadian human rights agencies, ethnic groups and community organizations.

## Representative from Great Britain

The Chairman of the Race Relations Board, Mr. Mark Bonham Carter, a well-known international figure in the human rights field, will give a major speech on the problems currently being faced in Great Britain in relation to one million immigrants from India, Pakistan and the West Indies. It is expected that the British delegation will also include Miss Joan Lestor, MP; Mr. David Ennals, MP, of the Home Office; Mr. J. T. A. Howard-Drake of the Home Office; Sir James Mackay, Deputy Under-Secretary of State for the Home Office; and Mr. John Lyttle, Chief Conciliation Officer of the Race Relations Board. The National Committee for Commonwealth Immigrants, chaired by the Arch-



bishop of Canterbury, have also indicated that they will be represented at the conference. Commonwealth Immigrants, chaired by the Archbishop of Canterbury, have also indicated that they will be represented at the conference.

#### *Other Speakers*

Addresses will also be given by Mr. Kalmen Kaplansky, Director, International Labour Organization (Canada Branch); and Mr. Walter Currie, Chairman, Committee on Education, Indian-Eskimo Association of Canada. The conference summary at the final luncheon will be given by Dr. Louis Fine, Chairman of the Ontario Human Rights Commission.

#### *Community Banquet*

A highlight of the conference will be the official banquet on Thursday, July 6th, which will be chaired by the Honourable Dalton Bales, QC, Ontario Minister of Labour. The speaker will be the Honourable Mr. Justice Bora Laskin, Court of Appeal of Ontario and the banquet will be open to the public.

#### **Construction Safety Branch Seminars**

The Construction Safety Branch of the Ontario Department of Labour held a series of seminars throughout the Province during February and March. The first of these three-day seminars was held at the Lord Simcoe Hotel, Toronto, from February 21st – 23rd.

The purpose of these talks is to keep municipally appointed inspectors abreast of current legislation, and to discuss policy, uniformity of inspections and problems encountered in the field.

In the year 1965, the Branch reports that 106,564 inspections were carried out by municipally appointed inspectors under The Construction Safety Act, with 1,800 stop work orders and 61 convictions. Under The Trench Excavators' Protection Act, 2,832 inspections were made on underground projects. Branch caisson inspectors examined 177,580 linear feet of tunneling in the same period.

The three remaining Seminars in the series were held in London, February 28th – March 2nd; Kingston, March 7th – 9th; and Sudbury, March 14th – 16th. Some 160 inspectors took part in the meetings.

#### **General Advisory Committee Interim Report**

The Department has received the interim report of the General Advisory Committee on Industrial Trades, and intends to proceed with implementation of both of the following recommendations made by the Committee.

a) That the regulations for trades designated as certified trades be amended as expeditiously as possible to provide for the exemption from the Act and Regulations in their present form of persons employed in general industry.

b) Provisions be made for the voluntary certification of persons employed in general industry in trades designated as certified trades, provided such persons meet the requirements of Provincial Government Standards.

In order to implement the recommendations of the Committee, the Department will proceed with amend-

ments to present Regulations and make provision for voluntary certification for persons employed in general industry. Compulsory certification is being applied to the trades of Plumbing, Steamfitting, Airconditioning and Refrigeration, Electrical and Sheet Metal Work in the construction and service industries as distinct from general industry.

Nine trades will have been granted compulsory certification by October, 1967. Motor Vehicle Repair, Hairdressing, Barbering and Watch Repairing have compulsory certification at present, with the trades of Airconditioning and Refrigeration and Electrician having been added in May 1st. The Plumbing, Steamfitting, and Sheet Metal Working trades will be granted compulsory certification on October 1st. Voluntary certification already exists in the trades of Chef and Radio & Television Service.

The Committee now plans to begin the second portion of its assignment; to advise on methods of applying Apprenticeship training to the changing skill requirements of general industry, and to examine the need for developing a special approach to Apprenticeship in general industry as distinct from Construction and Service occupations.

#### **Labour Statistics Conference**

##### **People and Events**

The Ontario Department of Labour will host the 25th Annual Interstate Conference on Labour Statistics to be held June 12th–16th at the Royal York Hotel in Toronto. Co-sponsors with the Department will be the United States Department of Labor, the Bureau of Labor Statistics, and the Canada Department of Labour.

The Conference will discuss several major areas of labour statistics, with special emphasis on topics pertaining to industrial relations and manpower. Major panel subjects in these areas will include "Emerging Trends in Industrial Relations, United States and Canada," and "Industrial Relations Statistics" having to do with wages and related data. In the manpower area, one panel topic will be "Research in Support of an Active Manpower Policy", and another, "New Horizons" will be concerned with job vacancy data and collection of occupational statistics, among other matters.

The Conference will be set against a discussion of the economic environment by Arthur M. Ross, Commissioner, Bureau of Labor Statistics, U.S. Department of Labor, and George V. Haythorne, Deputy Minister, Canada Department of Labour, and will conclude with a session discussing prospects for economic and social progress over the next decade that will view the economy, quality of life, and the role of government.

Other panel subjects will include economic changes in minimum wages, prices and family budgets, and industrial injury statistics.



# Union Management Council

## Establishment of the Ontario Union-Management Council

More than a year ago, the Minister of Labour invited a group of knowledgeable and distinguished trade union and business leaders to meet under the chairmanship of Dr. H. D. Woods, to discuss ways and means of solving problems in the field of labour-management relations.

The Committee was formed in the belief that labour and management share many common objectives; that it is preferable for them to try to solve their own problems rather than have government impose solutions on them; and that they should be given opportunities and should be encouraged to come together to explore and perhaps solve these problems outside the crisis atmosphere of collective bargaining.

Initially, the Committee consisted of the following members:

### *Chairman*

H. D. Woods, Dean of the Faculty of Arts & Science at McGill University;

### *Secretary*

R. M. Warren, Executive Director of Manpower Services, Department of Labour;

### *Labour Members*

David B. Archer, President of the Ontario Federation of Labour;

William Ladyman, Vice-President of the International Brotherhood of Electrical Workers;

Larry Sefton, United Steelworkers of America;

Russel Harvey, Office Employees' International Union;

### *Management Members*

H. J. Clawson, Steel Company of Canada;

J. H. Smith, Canadian General Electric Company;

J. A. Belford, Massey-Ferguson Limited;

R. D. Armstrong, Foundation Company of Canada, (now of Rio Algom Mines).

During the year, Mr. Armstrong withdrew from the Committee when he changed his business connections. The labour side was also reduced by one with the death of Mr. Harvey. Replacements were not appointed.

Professor John Crispo, Director of the University of Toronto's new Industrial Relations Centre, joined the Committee for its final two sessions.

The following items are summary extracts from the report submitted by Dean Woods:

## The Committee's Experience

The Committee met eight times, each meeting lasting about four to five hours. Two themes were involved in the discussions. The one theme concerned some of the major issues in industrial relations such as injunctions, collective bargaining, conciliation and mediation, em-

ergency disputes, the expansion of bargaining in the public sector, the problem of economic stability especially during periods of full employment, manpower training, etc. The second theme concerned the committee as an institution itself. A number of fundamental questions were raised about the relationship of the committee members to the constituencies from which they came, and to which, in more or less degree, they are accountable, and about the relationship of the committee with the government.

It became quite clear that considerable progress could be made toward the resolution of difficulties regarding labour-management issues as long as the committee members felt free to discuss the matter in confidence as individuals. But it was equally clear that committee members could not go forward with joint recommendations to the Minister unless and until there was a clarification of the status of the members in relation to the bodies of interest in the Province. Nevertheless, in spite of this quite understandable barrier, certain conclusions emerged.

## Conclusions

The usefulness of a committee such as this would be enhanced if its status was clarified both in relation to the Government and in relation to the parties of interest. We therefore suggest that if such a committee is to be established on a permanent basis it should be established in accordance with the following recommendations:

## Recommendations

### 1. *Terms of Reference*

The object of such a committee should be to provide a formal body in which problems concerning the Department of Labour, or problems brought to the Council by its members could be examined with the object of reaching a consensus if possible.

### 2. *Composition*

The committee in the initial stage would be composed as follows:

#### *Chairman*

To be appointed by the Minister

#### *Secretary*

A member of the staff of the Department of Labour

#### *Labour Members*

Five to be selected by the Minister in consultation with representative union bodies in the province. (It might be desirable to ask labour bodies to nominate a panel of ten from which five would be selected.)

#### *Management Members*

Five to be selected by the Minister in consultation with representative Management bodies in the Province. (It might be desirable to ask Management bodies to nominate a panel of ten from which five would be selected.)

### 3. *Procedures*

The Committee would be free to determine its own procedures and to decide whether or not to make

recommendations on any particular matters. On issues referred to it it could therefore submit a unanimous report, a report with recorded dissent, or no report at all.

#### 4. *Administration and Research*

The Department of Labour will bear the administrative costs of the committee. The Department should be prepared to supply funds to finance research which the committee might want to see undertaken either under public or private auspices.

#### 5. *Relationship to Government*

The ultimate responsibility for all labour legislation clearly rests with the Minister of Labour and the Government. Neither the committee nor its members would be expected in any way to defend Government policy.

#### **Formation of the Council**

The Honourable Dalton Bales, Q.C., Minister of Labour announced the formation of the Council on April 12 with the following statement in the Legislature:

"We have decided to proceed with the establishment of this new body—to be called the Ontario Union-Management Council—with a constitution and terms of reference as proposed in the report submitted. Labour and management will be asked to suggest the names of persons who are available and willing to serve. Other organizational steps will be taken and plans will be made for an initial agenda for the Council. It gives me great pleasure to announce the appointment of Dr. John Crispo as the Chairman of the Council.

The Council will give labour and management an opportunity of working together to develop new means of accommodating their varied interests. But even more challenging is the opportunity it will afford for the parties to examine their responsibilities to the public interest in the light of our generally accepted social and economic goals. In these terms, it can be a very significant move in the labour relations field. But, I believe its significance should not be over-estimated. It is definitely not a short-run panacea for labour and management difficulties. Its real impact, if it succeeds in establishing a solidly-based place for itself in our industrial relations picture, may not be felt for some time.

To some, this may appear to be an unduly pessimistic viewpoint, but I express it because, in essence, this was the viewpoint of the committee itself. It should be noted that the committee did not recommend that the union-management council be established. It merely recommended the form that it should take if government decided that it ought to be established on a permanent basis. The initiative was left with the Government.

In spite of these facts, I am convinced that there is certainly nothing to lose—and there is a great deal to gain—from proceeding with this body at this time.

I give labour and management—and, more important, the members of this House who represent the public—my undertaking that I and my Department will support this experiment to the fullest extent and will leave nothing undone that will help its success."

## Career Consultant Centre



The Career Consultant Centre has been established as a new service of the Women's Bureau. The Centre, a pilot project, will provide a career counselling service for women who wish to return to the labour force.

The Centre is designed to help both those women who wish to return to work immediately and those who wish to plan to return to work in the future.

The new service has been established by the Bureau in the belief that many women whose families are growing up or whose household responsibilities are diminishing are looking for an opportunity to put their previous education or career training to work. Other women who anticipate the day when family demands will be relaxed want to prepare now, through further study, for a career in the future.

The Centre's Consultant is Miss Barbara Shields, a staff officer in the Women's Bureau, who combines a sound knowledge of the labour picture with social work training. Miss Shields is assisted by a qualified part-time staff.

Born in Saskatchewan, Miss Shields received her education at the University of Saskatchewan, and at McGill University in Montreal. She brings to this position a diversified background in both the social work and communications fields.

As Consultant for the Career Consultant Centre she will counsel women who wish to use their education or previous career training by helping them analyse their marketable skills, determine their career objectives and will advise if training or retraining is necessary and how to obtain it.

The Centre is not a job placement service. It has been created to help women evaluate their educational and vocational plans. The staff at the Centre works in close co-operation with all existing agencies, such as the Canada Manpower Centres.

The Career Consultant Centre, located at 74 Victoria Street, Toronto, opened April 24th. Interviews may be arranged by telephone (365-1537).

# View from the House



Fifth in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour since the last publishing of *Task*.

## Elevator Safety Code

Effective from April 1st, new safety requirements have been instituted for passenger elevators – both existing elevators and new units in apartment houses and educational institutions.

–Elevator aprons will be extended in depth from 32 to 48 inches, to increase as car speed increases from 100 to 500 feet per minute. The new depth marks an approximate 50 per cent increase over the former required depth.

–When a car is stopped above the nearest landing at a distance greater than the length of the apron, an alarm bell shall sound automatically if the elevator car or gate is open.

–Subject to the Chief Inspector's approval of the locking arrangement, the elevator door or gate may be fitted with an electro-mechanical locking mechanism which will automatically lock the door or gate when the car is outside the landing and apron zones. The lock must be so arranged that it will be released when the electricity supplying the locking device is removed, in order that persons trapped in an elevator stopped between floors may be extricated.

–Horizontal sliding or swinging hoistway doors of existing automatic-operation passenger elevators shall be provided with door closers arranged to close and lock a door automatically if the car leaves the landing zone. This requirement does not apply to centre-opening swinging doors or the swinging portion of combination horizontal sliding or swing type doors.

–Car protective pads shall, if used, be non-inflammable and labelled "flame resistant". The bottom edge of the pad shall be four or more inches above the car floor.

## Construction Safety Regulation

Section 131 of Ontario Regulation 170/62 under the Construction Safety Act is amended by regulation 42/67 with the following additions:

1. Where falsework consists of shoring more than one tier in height or is a framed structure,

a) such falsework shall be designed by a professional engineer to safely withstand the loads that may be expected before, during and after pouring of concrete.

b) falsework drawings shall,

- i) show the size and specifications of the falsework including the type and grade of all materials for its construction.
- ii) bear the seal or signature of the professional engineer and
- iii) be kept at the project at all times while the falsework is being constructed or used.

The contractor is to ensure that the falsework is constructed in accordance with these drawings and specifications.

## Industrial Training Regulations

The following new regulations have been promulgated under the Apprenticeship and Tradesmen's Qualification Act, 1964.

1. Ontario Regulations 336/66 – Regulation pertaining to Radio and Television Service Technicians – The regulation establishes an apprenticeship training program for this trade and provides for voluntary certification of tradesmen upon examination.

2. Ontario Regulation 269/64 pertaining to Cooks has been revoked and replaced with Ontario Regulation 375/66. The regulation changes the name of the trade to Chef and revises the schedule of training.

3. Ontario Regulation 22/67 – Regulation pertaining to Dry Cleaners – The regulation establishes an apprenticeship training program for the trade and provides for voluntary certification of tradesmen upon examination. There will be four periods of training and instruction of 900 hours in the program.

4. Ontario Regulation 122/67 – Regulations pertaining to Ironworkers – The regulation establishes an apprenticeship training program for the trade consisting of three periods of training and instruction of 2,000 hours each. Hours in excess of regular daily hours of practical training and instruction shall be included in computing hours spent in training and instruction.

## Boiler and Pressure Vessel Regulation

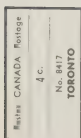
Section 24, 25, 26 and 27 of Regulation 39 of Revised Regulations of Ontario, 1960 are revoked under regulation 41/67 and replaced with one new certificate of inspection which will replace the four forms used previously.

## Human Rights Code Amendment

Two changes have been made to the Ontario Human Rights Code.

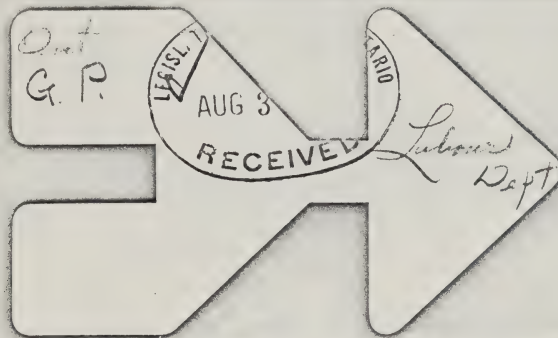
–Discrimination based on race, colour or creed is prohibited in connection with the occupancy of all self-contained housing accommodations.

–The fair employment provisions of the Code have been extended to all employers with removal of the previous exemption for employers of less than five persons.





Economic

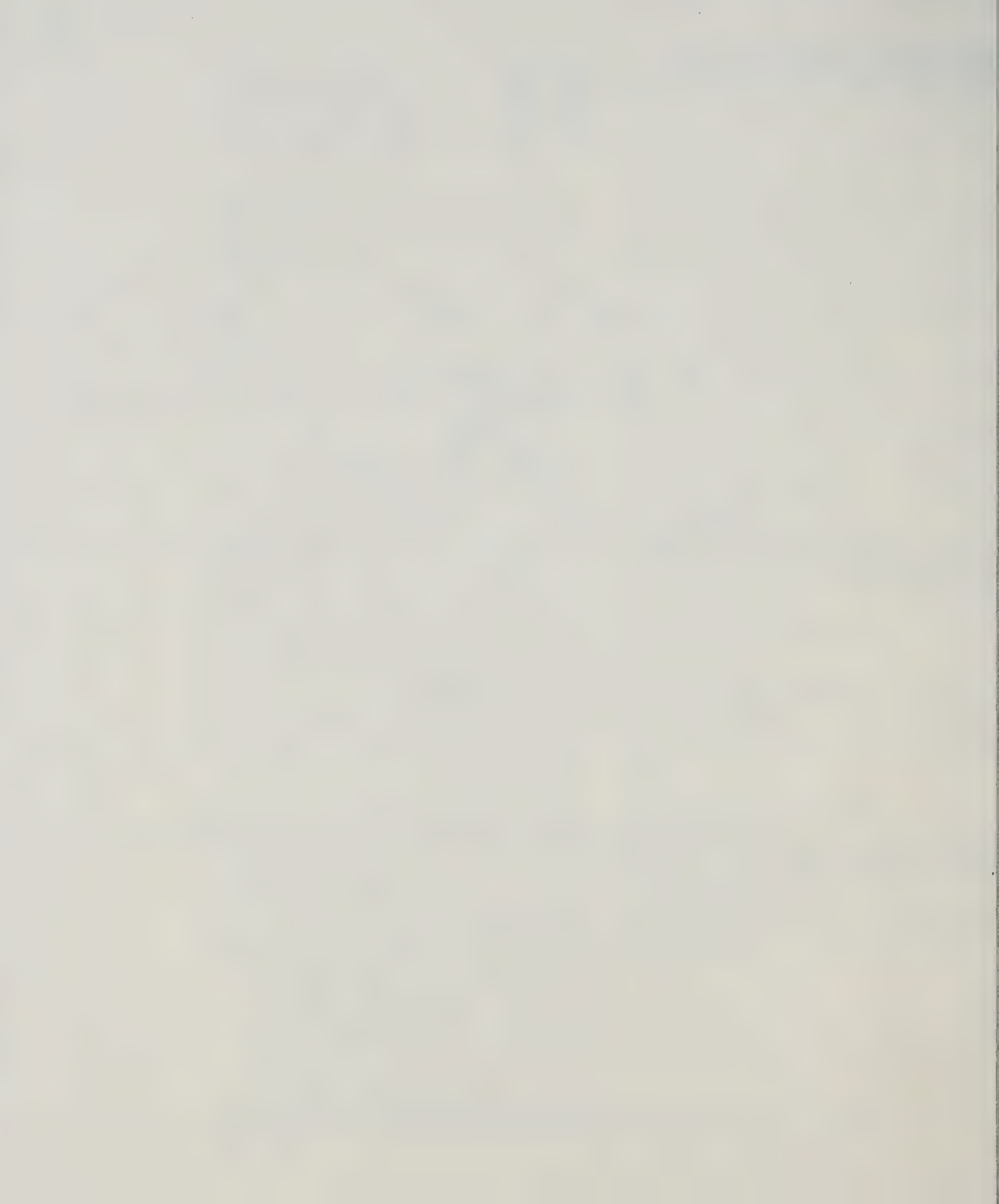


and social progress



over the next decade or so













# Task

Hon. Dalton Bales, Q.C.  
*Minister*

J.W. Preiner  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

C.G. Gibson  
*Director, Safety & Technical Services*

M. K. Dibble  
*Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.D. Burge  
*Chief, Public Relations and Information Services*

Inside front cover photo:  
Roy Nicholls

The Future of Labour <i>Part I—Labour Unions</i>	4
Progress over the Next Decade <i>The North American Conference on Labour Statistics</i>	7
<i>Ontario's Short-Term Training Program</i> <i>The Quality of Life</i>	8 15
Statistics & Review	9
People and Events	19
View from the House	20



## Cover

This month we deal with the futures of unskilled workers, society, and organized labour from the viewpoints of three well-qualified commentators.





*Task* herewith begins a three part series on the future of labour and labour relations from the viewpoint of men involved in the labour movement, in industry, and in the area of public interest.

Our first author in the series is Mr. J.W. Eleen, Director of Research for the Ontario Federation of Labour which represents one-half million workers in this province.

# The Future of Labour

## Labour Unions Look to the Future

J.W. Eleen  
Director of Research  
Ontario Federation of Labour

The difficulty in presenting a view of the future — even a future of three decades hence — is that we tend to use patterns of the past in forming our projections. It is traditional and safe, but it does not always work since we base such forecasts on today's concepts and past experiences. If the past has taught us anything, it is that the significant future is subject to change without notice and usually without regard for the past.

Who could have foreseen even ten years ago the Israeli-Arab war, or our preoccupation with poverty programs or even our concern with air and water pollution? All these things were possible, perhaps, but they were not predictable.

With that caveat I feel that I am "off the hook" and can proceed to look at the future without the restraint of having to be absolutely right.

### The Past and Present

Of course, we in the labour movement are traditionally against the status quo. Unions simply would not have happened if we were content to leave things as they were. We are for change, and we like to think that we are progressive, forward looking and imaginative. We also believe that the changes we support are for the betterment of all mankind and not necessarily for just the unionized segments of society.

In looking at the future, we are realists enough to see that the changes taking place will not all be as we would like them. However, we are also optimists and the picture we paint of the future reflects this optimism.

Man has created a fuller and richer life but has made living more complex. There are more of us to be housed, clothed and fed, and this requires comprehensive planning and a more coordinated effort than has been evident.

A hundred years ago, four-fifths of the population of Canada was rural. We had only one city with a population of over 100,000 — today we have 20 such urban centres stretching from coast to coast. Today, the vast majority of our people lives in cities and towns. We have over 20 million people living on only eight per cent of the land area of our country and most of this is classified as occupied farm land. One of the greatest changes that has taken place since Confederation is the movement of people from agricultural areas to cities. If the trend continues it is reasonable to predict that, by the end of the century, most of our population will be living in cities.

Just as our farming has become concentrated into smaller and more productive areas, so has our indus-

try. This concentration of economic activity and population into urban areas has been a feature of our economic development. The improvement of human skills, advanced technology and sophisticated production techniques, combined with a wealth of natural resources, have created an economy that is rapidly approaching that of the United States of America.

In the course of this urbanization and increased economic activity, industrial complexes have arisen that the Fathers of Confederation never dreamed of. The labour force has grown by leaps and bounds. Even within itself, the labour force has changed so that, in the last two decades, the bulk of the work force has shifted from heavy manufacturing industries to light manufacturing, white collar, and service industries.

In the industrialized nations today, man is reaching another high point — after millennia of effort. The change which we call "progress" has not been a steady upturn. We are living in a time of break-through. The two centuries since the beginning of the industrial revolution is a short time in the span of human history. The real upsurge of technology has been sudden, taking place during and since World War II.

Since then we have experienced a burst of technological development which appears to be indigestible in the areas of our traditional methods of production and distribution of goods. This rapid break-through challenges practically all of our society's "conventional wisdom".





## the Future

We will be living in an era of abundance, and economic concepts which were founded on scarcity will be inoperative in such a society. The great new material resources of automation and cybernation mean that we will have a potential mass of mechanical slaves operating with energy resources far beyond human and animal muscle power. These energy resources can provide the means by which everyone will be able to develop his intellectual and cultural potential. For the first time in history no person need live without all his basic necessities fulfilled.

National boundaries and the peaceful co-existence of states will have less meaning with improved communication. Even the question of provincial rights with which we are now confronted will not be such a problem. There will be a need for the central government to adopt policies for the utilization of technology for the benefit of the whole people. There will be a need for people to operate under a uniform national policy.

The first stages of these changes in our society – a predominantly urban population, a new kind of labour force, and a relatively affluent population – are already creating new problems in the trade union movement.

At the moment we use the term trade union movement. For convenience, I will refer to unions as such. However, by the year 2000 they might have some other name that will be more in keeping with the composition, structure and character of the "union" movement of that time.

The interests of the trade union movement will be largely the same as they have been for some time – to organize workers and to improve the wages, working conditions and well-being of its members as well as to continue the fight for social justice. However, the duties and areas of responsibility of the unions will increase. The fact that unions are interested and involved in the war on poverty, pollution control, community planning and related non "bread and butter" topics demonstrates the increased maturity of workers' organizations and their involvement with a broad spectrum of regional and area interests. Collective bargaining, while still of prime interest to labour unions, is by no means labour's only activity. There are many problems that will not be fairly resolved if they are left to the tender mercies of the special interest groups under whose aegis the particular situation was permitted to develop. Unions then, as now, will be a restraint on unchecked and unprincipled power.

Jurisdictional rivalries will be diminished by the amalgamation of many unions. There will be a trend to industry and nation-wide collective bargaining.

Unions will play a bigger role in training and retraining of workers and in setting standards in the trades and professions. There will be more emphasis on consumer protection.

In addition to other duties the unions will become a mass lobby on consumer protection, particularly in the price-setting aspect. They also will play a greater role in providing for the leisure of their members – culturally, educationally and physically.

Unions will play a greater part in the decision-making processes in the government and in the community. This trend has already started in a small way. In Ontario, the Ontario Federation of Labour has one-half million affiliated members. It is the largest organized group in the province. We have representation in the Legislature; in various bodies, such as the Economic Council, Public Utilities, and Labour Relations Boards; Safety Councils; and in the communities our members sit on local councils.

As the trade union movement broadens it will embrace the engineering professions and other professional groups, including academic personnel. It will be truly representative of the entire gainfully occupied section of society and its role in the decision-making processes will be expanded in all phases of our life, including production.

Civil servants, including those under provincial jurisdiction, will have full collective bargaining and will determine what form of economic action they will use to attain their demands.

Our technology is expanding at such a fast rate that the demand for employee engineers is greater than the number of consulting and management engineers. Engineers will find management openings scarce. As their numbers increase they will have to organize in order to maintain standards of pay and working conditions. This will also apply to other professions.

Today, approximately one-third of the labour force is composed of women and sixty per cent of these are married. As the concept of day-care centres in factories and other places of work develops, there will be more married women in the labour force. These women will find their way into the unions. Women will play a more important role in the labour movement than they do now and will be assuming leadership positions. This certainly will have a beneficial effect on the trade union movement.

Most "international" unions in Canada enjoy a great degree of autonomy – much more than the general public is led to believe. As long as the major industries in this country are American dominated and controlled, international ties will be maintained between the unions of these two countries. They will flourish and be a factor of industrial life.

Technological progress will eliminate many of the occupations we now regard as menial, and will, in addition create new occupations. Some menial jobs will be highly paid and will absorb those who choose these jobs or those who are unable to perform other tasks. The workers generally will be more highly skilled and better educated. As the gap between the "labourers" and the "professionals" is decreased, both economically and socially, the unions or associations will take on slightly different characters and functions.

Workers will no longer be paid by the hour or by piecework. They will receive an annual salary. One result of this change will be to reduce the servility attached to punching a clock which will, in turn, help to eliminate caste separation in the places of work. One of the pioneers in doing away with hourly rates and time clocks is the Aluminum Company of Canada. All





workers in this Kingston company are now on salary. The company found that there was no decrease in production. With office employees, technicians and professionals forming unions and bargaining collectively, with white smocks replacing overalls as the industrial uniform, with members of the bargaining unit in the plant living in the same suburb as the foreman and driving as expensive a car, even the social division is becoming blurred.

Unions now negotiate the Guaranteed Annual Wage and Supplementary Unemployment Insurance Benefits. They will go on to annual salary and inevitably to annual income. As our social security system develops, the concept that each citizen must be guaranteed a minimum real income will find less opposition, and will become a reality.

There will be less emphasis on the shorter work day, but more emphasis on the reduction of the work week and the shorter work year. The idea of a worker's sabbatical similar to academics' sabbaticals will be quite common. In addition, the time spent at the "work bench" will be reduced, and part of the work day will be devoted to academic studies and on-the-job training in technical skills. Vacations will be at premium pay since a worker spends more during vacation than he does normally.

Seniority will take on a different meaning. Compensated mobility and the need for retraining and changing of occupations will limit the usefulness of our presently structured seniority provisions. The senior worker will be the first one eligible to qualify for retraining.

With more and more workers becoming involved in the decision-making process, profit sharing will have more meaning and will be used as an incentive to increase productivity.

Competition with the United States will require our industry to adopt new techniques and better production equipment. Coupled with a realistic and effective manpower policy, this will help the Canadian worker to surpass the productivity of his American counterpart. Wage parity between the two countries will no longer be an issue for by then we will have wage parity.

Management will be composed of salaried administration rather than owner investors. Even today, most management teams are in reality employees of their respective industries. As the small business enterprise disappears, this owner-hired hand relationship will diminish. There will be an improved dialogue between management and union which will result in improved labour-management relations.

The right to free collective bargaining, as opposed to compulsory arbitration, will be retained and strengthened as will the right to take economic action as a final determination in collective bargaining. Strike breakers will be outlawed. There will be fewer legislative restrictions on organized labour.

The questions of residual rights of management will have been abolished by the year 2000. It is an old theory based essentially on the "divine right of kings" that holds that all rights not spelled out in the contract belong to management. This theory has been upset somewhat by the report of the Industrial Enquiry Com-

mission under Mr. Justice Freedman, which took the position that any changes in work methods or dislocation due to technological change should be the subject of consultation and negotiation between the parties concerned, prior to such changes.

Although this recommendation has not yet been reflected in legislation, it is significant to note that recently the Honourable Jean Marchand, Minister of Manpower and Immigration, projected that, in addition to prior warning of a major technological change, an impartial body shall decide whether the proposed change is of such a drastic nature as to permit the opening of contract negotiations even before the collective agreement expires. We take this to mean that eventually the union and company could negotiate the timing and degree of the change, and determine what workers will be retained through retraining, what role attrition will play, and what indemnities will be received by those actually displaced.

We are entering an era of such tremendous complexity that the existing rules by which we live will be inadequate and some of them will be obsolete. We will devise new laws and improve old ones. Of necessity, there will be more government intervention. We have accepted and, at times, encouraged a certain degree of government intervention in the labour-management field. This could be extended in our other relationships.

Improved communication, supersonic transportation and a better educated public will produce a better politician. Long term planning aided by improved data processing systems will eliminate waste and will make for better and more honest political decisions.

Automation and technological advances have given a spurt to social change. Whatever label we attach to the society of the year 2000 – be it the Great Society, the Just Society or the Forward Leaning Society – the evolution of that society to a more humane and just relationship between people will catch up and outstrip the technological and scientific advances of that time. Failing that, we will be headed for disaster.







mid-June the Ontario Department of Labour was host to the North American Conference on Labour Statistics. This conference included two speeches that dealt with the manpower training now and the quality of life in the future. Our lead article this month deals with labour in the future

we thought it would be interesting to juxtapose that lead with an examination of attempts to alter future work patterns, comments made by Mr. Ozay Mehmet followed by a penetrating social analysis by Mr. Irving Kristol.

# Progress Over the Next Decade

## The North American Conference on Labour Statistics

The North American Conference on Labour Statistics was held June 12th to 16th at the Royal York Hotel, Toronto. Co-sponsors with the Ontario Department of Labour were the United States Department of Labour's Bureau of Labor Statistics, and the Canada Department of Labour. This was the first of a series of conferences held since 1949 to take place in Canada. The event was previously known as the Interstate Conference on Labor Statistics.

The record 340 delegates who attended were mainly drawn from federal, state, and provincial departments of labour, but many other government and private agencies were represented, including those having to do with manpower, education, and labour relations. The representatives came from 38 states, eight provinces, and ten countries—among them Turkey, Thailand, Liberia, Sierra Leone, Jordan, Pakistan, and Kinawa.

More than 40 economists, sociologists, and statisticians from United States and Canadian government, industry, and universities presented papers or participated in panel discussions.

The major emphasis in this year's meetings was on statistics needed in industrial relations and training and other manpower programs. As is traditional with the conference, the discussion of these was set against an overview of the North American economy that was provided by Dr. George V. Haythorne, Deputy Minister of the Canada Department of Labour, and Dr. Arthur L. Ross, Commissioner of Labour Statistics, U.S. Department of Labor.

One of the highlights was the session on "Emerging Trends in Industrial Relations in the United States and Canada", which reviewed areas of concern in industrial relations and new patterns for bargaining in the public service. The following session related to this broad brush picture by considering many aspects of industrial relations, statistics from new sources, problems of collection and their use in exploring economic change, wages, and employment costs.

There was much interest and audience participation during symposiums on a wide variety of topics that included: economic changes and minimum wages, prices and family budgets, industrial injury statistics, and manpower policies and statistics. Most discussions covered United States and Canadian experience both at the federal and state or provincial levels.

A highlight of the Conference was the banquet speech by Professor Vincent W. Bladen, of the Department of Political Economy of the University of Toronto. Professor Bladen, whose studies and recommendations provided the foundation for the Canadian-U.S. auto trade pact, was concerned "that we are asking our governments to achieve too high a level of performance" with respect to economic instability, and came out strongly for compensating those who are injured by it. For the individuals in this category, he suggested "more generous general unemployment assistance rather than special schemes for special cases".

The final session was a discussion of social and economic progress over the next decade, by Eli Ginzberg, Director, Conservation of Human Resources, Columbia University; Irving Kristol, Editor, "The Public Interest"; and James W. Knowles, Director of Research, Joint Economic Committee, Congress of the United States. This panel took a look at the future that outlined in the broadest sense the responsibilities of those concerned with economic and social statistics in the years ahead, and identified challenges for the users of the data.

A complete transcript of papers and workshop sessions presented at the Conference will be available for reference later this year. However, the talk given by Mr. Kristol is reproduced in full and that given by Mr. Ozay Mehmet, a Senior Research Economist with the Ontario Department of Labour, is reproduced in part, in the following pages.

10




Mr. Ozay Mehmet is a senior research economist with the Ontario Department of Labour. Since coming to Canada from Cyprus on a Commonwealth Scholarship in 1964, he has gained considerable experience in the investigation of manpower subjects.

He is the author of *Methods of Forecasting Manpower Requirements*, a study prepared for the Department and the Centre for Industrial Relations, which describes and evaluates methods of manpower forecasting by industries and occupations.

## Ontario's Short-Term Training Program

Ozay Mehmet  
Senior Research Economist  
Ontario Department of Labour



The expansion of government-supported industrial training in Ontario since 1960 constitutes a major development in the manpower activities of the Province. Although the origins of provincial participation in skill training go back at least as far as the "Apprenticeship Act" of 1928, it was only after the 1958 to 1960 recession that training received a high government priority as a key mechanism for matching men and jobs in this age of rapid technological change.

The province responded to the challenge by improving old and introducing new occupation-oriented training. The long-term training in industry program (apprenticeship) was streamlined and expanded to include approximately 100 trades, and vocational training at the secondary school level was made far more available than it was at any previous time. In addition, in 1961 the Department of Education, using the cost-sharing formula available under the federal "Technical and Vocational Training Assistance Act" of 1960, launched a short-term training program designed to provide basic academic and vocational courses for skill development in educational institutions and in some cases in industry. The courses were designed primarily to benefit unemployed and under-employed persons wishing to improve their job opportunities.

In August, 1965, the Ontario Department of Labour responded to a growing demand from industry for a wide range of skilled workers by setting up a new program of in-plant training. This program used the same financial arrangements with the federal government as the Department of Education was already exploiting. The rationale of the new training approach was to encourage industry and individuals to develop their own skill requirements in actual work situations through training courses lasting up to 12 months.

The purpose of this paper is two-fold:

1. to report briefly on the findings of a study undertaken to evaluate the effectiveness of the new program of skill training in industry, and
2. to indicate how these findings have been used in policy-making.

### *Some Background Information*

Since its introduction in August 1965, the Department of Labour program has received enthusiastic acceptance from industry. Thus, during the first twelve months, no less than 648 requests were received from firms across Ontario for assistance and information regarding this program; more than 300 projects were started in over 28 industries, designed to train 9,164 trainees in more than 30 different skills.

However, this rapid growth did not occur without those complexities that inevitably beset the path of any pioneering venture. Experience of the first year's operation demonstrated a clear need for a well-designed set of policy guidelines to be used in selecting, developing and designing new programs, and in monitoring existing ones. Accordingly, during the second half of 1965, a study was carried out by the Research Branch of the department that was intended to evaluate the effectiveness of short-term in-plant training, and to attempt to discover criteria which could be used in improving the administration of this program. This study was designed to:

1. provide an account of the characteristics of, and improvement in the employability of trainees who underwent training;
2. determine under what conditions investment in in-plant training would be socially justifiable.

This organization will be followed here in order to report on some of the findings of this research and to show how these findings have been applied in policy-making.

The findings reported are based on a study of 604 trainees who underwent training in six selected training programs located in four industries, as follows:

<i>Industry</i>	<i>Skill</i>	<i>No. of Trainees</i>
Mining	Miner	70
Aircraft	Assembler Fitter	154
Manufacturing	Metal Bonder	39
	Sheet Metal Worker	54
Garment	Sewing Machine Operator	206
Iron Foundry	Iron Foundry Worker	81

The actual collection of data took place during the second half of 1966, partly through direct contact with the firms concerned and partly from records of the Industrial Training Branch of the Department of Labour.

### **Trainees' Characteristics**

A statistical analysis of the 604 trainees studied revealed the following picture of personal characteristics:

- the average age was 27;
- one-third were female trainees, two-thirds male;
- forty per cent were single, fifty per cent married, ten per cent "others";
- the average level of educational attainment was to Grade 9;
- one in every four of the trainees was a new entrant to the labour force, including many recent immigrants from European countries;
- one-third were unemployed prior to training;







is a continuing series of articles dealing with statistics produced by the Research Branch in areas of interest in the Department.

# Statistics + Review

# 7

## Conciliation January to May, 1967

The accompanying table provides information on the volume of conciliation activity undertaken by the Ontario Department of Labour for the January to May period of 1967, and compares the experience with that of the corresponding five months of 1966. Two developments stand out in 1967: the number of employers in disputes referred to conciliation officers was much greater than in 1966, and there was a marked reduction in the number of referrals to conciliation boards. These points, and others which emerge from the data presented in the table, are discussed below.

### Officer Stage

The work-load of conciliation services in terms of disputes or bargaining situations in process rose slightly in the first five months of 1967 to 759 as against 736 in a similar period of the preceding year. The number of employees directly involved in disputes also increased from 79,074 in 1966 to 95,247 in 1967—or by 20 per cent. However, the number of employers in disputes rose even more sharply from 651 in 1966 to 1,019 in 1967—a fifty-seven-per cent increase.

The sharp increase in the numbers of employers reflects bargaining activity in the construction industry where large numbers of agreements came up for renewal this year. Many construction employers belong to associations that bargain on their behalf, and since the bargaining between an employers' association and a union is counted as one dispute, there was a much greater change in employer, as opposed to dispute, data.

Dispositions at the conciliation officer stage rose in the January to May period of 1967 over the level reached in the like period of 1966 in terms of all three measurements—disputes, employers, and employees. Officers settled 266 disputes in 1967, or 48 per cent of their total dispositions as against 281 disputes in 1966, or 38 per cent. On average, each dispute settled in 1967 covered more employees and more employers than in 1966.

Of particular interest is the disposition of disputes not settled by officers. Almost all of these are either referred to a conciliation board or go to a "no board" situation. Only

44 disputes were referred to conciliation boards in the first five months of 1967, as against 147 in the same months of 1966; that is, 8 per cent compared to 28 per cent respectively. In "no board" dispositions the parties continue to bargain, and a conciliation officer is made available to help effect a settlement. The increase in "no boards" from 92 in 1966 to 233 in 1967 largely resulted from a change in conciliation practices that places greater emphasis on companies and unions meeting to resolve their differences without recourse to formal third-party intervention.

### Conciliation Board Dispositions

In the first five months of 1967 conciliation boards settled 23 disputes during hearing

or 43 per cent of those handled. In a similar period of 1966 there were 53 disputes settled during hearing or 38 per cent of those disposed of. The 54 disputes which were disposed of by boards in the early months of 1967 covered 23,006 employees, an average of 426 employees per dispute, while the 140 disputes disposed of in a corresponding period of 1966 covered 20,036 employees or an average of 143 per dispute. The difference in the averages points out the fact that, in addition to fewer conciliation boards being appointed, they are also being used mainly where relatively large numbers of employees are involved.

On May 31st, 1967, 23 conciliation boards were outstanding as against 78 on May 31st, 1966.

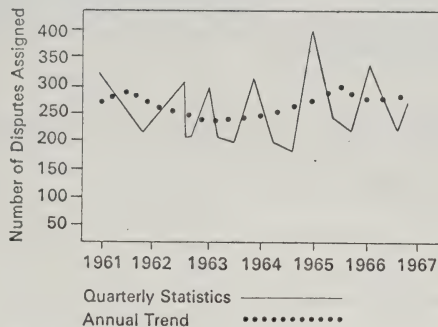
Conciliation Activity of Ontario Department of Labour  
January to May, 1966 and 1967

Officer Stage	Disputes		Employers		Employees	
	1967	1966	1967	1966	1967	1966
<i>In Process</i>						
January 1st	151	175	192	218	20,721	15,333
Referred during period	608	561	1,019	651	74,526	63,741
<b>Total</b>	<b>759</b>	<b>736</b>	<b>1,211</b>	<b>869</b>	<b>95,247</b>	<b>79,074</b>
<i>Disposition</i>						
Settled	266	281	413	319	26,945	22,591
Referred to Boards	44	147	47	180	11,863	22,666
No Board	233	92	412	111	29,526	10,757
Lapsed	7	6	7	6	331	176
Mediator	1	—	1	—	1	—
<b>Total</b>	<b>551</b>	<b>526</b>	<b>880</b>	<b>616</b>	<b>68,666</b>	<b>56,190</b>
<i>Board Stage</i>						
<i>In Process</i>						
January 1st	33	71	49	84	14,466	11,935
Referred during period	44	147	47	180	11,863	22,666
<b>Total</b>	<b>77</b>	<b>218</b>	<b>96</b>	<b>264</b>	<b>26,329</b>	<b>34,601</b>
<i>Disposition</i>						
Settled prior to hearings	1	12	1	12	90	1,140
Settled during hearings	23	53	33	62	4,472	6,726
Board Report	30	74	38	83	18,444	12,163
Lapsed	—	1	—	1	—	7
<b>Total</b>	<b>54</b>	<b>140</b>	<b>72</b>	<b>158</b>	<b>23,006</b>	<b>20,036</b>

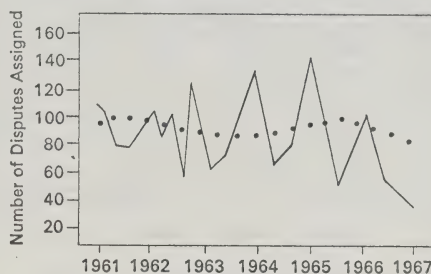




Disputes Assigned by Quarter to  
Conciliation Officers



Disputes Referred by Quarter to  
Conciliation Boards



### Labour Relations Board Cases

April, 1966, to  
January, 1967, Inclusive  
Cases Received

In the ten-month period April, 1966, to January, 1967, the Board received a total of 1,080 cases of all kinds. This was a decline of 79 from the total for the same period of the preceding fiscal year.

Representation cases accounted for 824, or about 81 per cent, of all cases received. The number was smaller by 67 cases than that for the corresponding period of the fiscal year 1965 - 1966. These 824 cases included 777 certification applications, compared to 817 a year earlier, and the remainder had to do with termination and successor status applications.

Unfair labour practice cases contributed 202 of the total, 21 fewer than the number received between April, 1965 and January, 1966. These 202 cases were comprised of 28 applications for declaration of unlawful strike; one for a declaration of unlawful lockout; 80 for consent to prosecute; and 93 complaints of unlawful treatment in respect of employment.

Application and complaints other than representation and unfair labour practice cases, which are classified by the Board as "miscellaneous" cases, increased to 54 from 45. These "miscellaneous" cases consist of applications for determination of the Board on the status of employees relative to a bargaining unit, requests for early termination of collective agreements, and questions referred to the Board by the Minister concerning conciliation applications.

### Cases Disposed of

The number of cases disposed of by the Board in the ten-month period under review totalled 1,092. This represents a drop of 86 from the figure for the same period of

the fiscal year 1965 - 1966.

Of the total, 836 were representation cases which declined by 67 from the like period a year earlier. These cases consisted of 797 certification applications, compared to 826 in the corresponding period of 1965 - 1966; 29 termination applications, compared to 53; and 10 successor status applications, compared to 19.

The total number of employees affected by the 797 certification applications closed was 29,682, with about 60 per cent of them involved in applications in which certification was granted. A much larger number of employees (46,353) were affected by certification applications between April, 1965, and January, 1966; however, the proportion covered by cases which obtained certification was 24 per cent below that for the period under review.

The number of certification cases in which representation elections were conducted increased to 109 from 91 in the first ten months of the 1965 - 1966 fiscal year. However, the number of employees eligible to vote in this earlier period was

considerably larger - 21,812 compared to 9,647. The higher level of eligible voters in the 1965 - 1966 period is explained by one election which involved 14,959 employees, or almost 69 per cent of the eligible employees affected by all the 91 elections.

The proportion of the eligible voters who participated in the elections held in the period under review increased to 97 per cent from 95 per cent in 1965 - 1966.

Unfair labour practice cases disposed of declined by 11 per cent from 217 to 194 cases. These included 27 applications for declaration of unlawful strikes, a drop of 16; one application for unlawful lockout, a drop of 3; 66 applications for consent to prosecute, a decrease of 9; and 100 complaints of unlawful treatment in respect of employment, an increase of 5.

The number of "miscellaneous" cases disposed of declined to 62 from 63 in the previous comparable fiscal year period.

A summary of the cases dealt with by the Board during April, 1966, to January, 1967, compared with the same period in 1965 - 1966 is contained in the following table.

Cases Dealt with April 1966 to January 1967

Type of Case	Number of Cases Filed		Disposed of	
	April 1966 to Jan. 1967	April 1965 to Jan. 1966	April 1966 to Jan. 1967	April 1965 to Jan. 1966
Certification	777	817	797	826
Termination	35	50	29	53
Successor Status	12	24	10	19
Strike Unlawful	28	46	27	43
Lockout Unlawful	1	4	1	4
Prosecution	80	83	66	75
Section 65	93	90	100	95
Miscellaneous	54	45	62	63
<b>Total</b>	<b>1080</b>	<b>1159</b>	<b>1092</b>	<b>1178</b>



## Industrial Training

The statistics given below are a synopsis of in-plant training activities of the Industrial Training Branch in the areas of short-term and long-term (apprenticeship) training for the periods specified in the text and tables.

### Long-Term (Apprenticeship) Training Program

The coming into effect of the Apprenticeship and Tradesmen's Qualification Act, 1964, enabled the Department of Labour to expand its activities in the Apprenticeship field. Since the passing of the Act, compulsory certification has been extended to six trades: Plumbers, Sheet Metal Worker, Steamfitter, Air-Conditioning, Electrician and Watch Repairer, which now have joined the previously certified trades of Motor Vehicle Repairer, Barber and Hairdresser.

Tables I to III present statistics regarding long-term (apprenticeship) training. The significant increase in numbers shown in the fiscal year 1966-67 is mainly a reflection of the extension of compulsory certification mentioned in the previous paragraph. Other contributing factors were: expansion of the field staff of the Apprenticeship Section of the Department and a major advertising campaign conducted during the year.

Table I shows the number of active apprentices at the end of fiscal years 1963-4 to 1966-7. There was a total of 15,047 active apprentices as of March 31st, 1967. This figure consisted of 12,407 apprentices registered in trades with regulations, and 2,640 in trades without regulations.

Table II shows the number of apprenticeship registrations during the fiscal years mentioned above. Between April 1st, 1966 and March 31st, 1967, a total of 7,149 new registrations were recorded, 5,598 in regulated and 1,551 in non-regulated trades. Table III shows the number of apprenticeship registrations by month for 1967. The figure of 784 for January is an all-time monthly high and it includes 645 registrations in regulated and 139 in non-regulated trades.

### Short-Term Skill Training Program

Statistics relating to short-term in-plant training programs are given in Tables IV and V. Since its inception in August, 1965, this program has shown significant growth. During the calendar year 1966, a total of 8,952 trainees commenced training, 3,930 graduated and 2,171 were in training at the end of the year. Similar data for the first quarter of 1967 appear in the second column of Table IV.

Table I

Active Apprentices at end of Fiscal Years 1963-4 to 1966-7\*

Apprentices	1963-4	1964-5	1965-6	1966-7
In regulated trades	8,309	9,813	10,613	12,407
In non-regulated trades	870	1,529	1,841	2,640
<b>Total</b>	<b>9,179</b>	<b>11,342</b>	<b>12,454</b>	<b>15,047</b>

\*Fiscal year starts April 1st, and ends March 31st.

Table II

Apprenticeship Registrations during Fiscal Years 1963-4 to 1966-7

Apprentices	1963-4	1964-5	1965-6	1966-7
In regulated trades	3,241	4,243	4,174	5,598
In non-regulated trades	486	948	838	1,551
<b>Total</b>	<b>3,727</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>

Table III

Apprenticeship Registrations by Month, 1967

Month	Regulated Trades	Non - Regulated Trades	Total
January	645	139	784
February	482	195	677
March	467	189	656
April	329	128	457
May	399	75	474
June	455	122	577

Table IV

Number of Short-Term In-Plant Trainees, 1966 and 1967

Trainees	Calendar Year 1966	1st Quarter 1967
<i>Commenced Training:</i>		
Male	5,252	2,010
Female	3,700	958
<b>Total</b>	<b>8,952</b>	<b>2,968</b>
<i>Completed Training:</i>		
Male	2,207	1,525
Female	1,723	749
<b>Total</b>	<b>3,930</b>	<b>2,274</b>
<i>In Training at End of Period:</i>		
Male	1,449	1,199
Female	722	351
<b>Total</b>	<b>2,171</b>	<b>1,550</b>

Table V

Trainees in Short-Term In-Plant Training, by Month, 1967

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed During Month	In Training at End of Month
January	2,171	681	322	564	1,966
February	1,966	588	225	370	1,959
March	1,959	1,699	768	1,340	1,550
April	1,550	472	185	392	1,445





## Trade Union Membership in Ontario 1958 to 1966

In 1966, trade union membership in Ontario was 655,469,<sup>(1)</sup> an increase of 116,669 over 1962, the low point in the nine years for which data is shown in Table I. In 1958, 1959 and 1960 there was little change in the number of union members in the Province, and each year the total was approximately 555,000. During the next two years, membership declined and in 1962 was 538,800, some 2.5 per cent less than in 1958. Since that date the number of trade unionists in the Province has increased, regaining the 1958 level in 1963, and rising annually since then by proportions varying from 4.4 per cent to 6.6 per cent.

The pattern of change in union membership appears to be related to economic conditions in the Province. The period 1958 to 1961 was one of slow economic growth, and unemployment rates were between 4.5 and 5.5 per cent of the labour force. The period 1962 to 1966 was one of rapid economic expansion and unemployment fell from 4.3 per cent in 1962 to 2.5 per cent in 1965 and 1966. As the data shows, union membership stagnated or declined along with the economy during the early years of the period and then grew with the buoyant economy experienced from 1962 onward.

Table I also indicates the relationship between union membership and paid non-agricultural workers in each of the past nine years. The number of these workers increased yearly, except for 1961 when there was a slight dip. Union membership amounted to 32 per cent of the paid non-agricultural workers in 1958 but declined to below 29 per cent in 1962. Thereafter the proportion grew slowly until 1966 when it increased by almost one percentage point.

The provincial data appear to understate union membership but the extent of this cannot be precisely determined. However, data available at the Canada level make it possible to estimate roughly the magnitude of the deficiency. Unions which report membership in two or more provinces accounted for from 2.0 to 2.6 per cent of the Canadian total and averaged 2.2 per cent in the period under review. The adjustments for union locals which did not report membership data varied from more than seven to less than one per cent of the national total. This adjustment is made by taking into consideration the Canadian membership as stated in a survey of head offices of national and international unions and comparing this with the lesser total provided by the returns of local unions.

The extent of membership in two or more provinces and in union locals which did not reply to the survey is given for Canada but

not further distributed. If the undistributed membership is allocated to the provinces and territories yearly, according to the size of the reported provincial membership, the Ontario data shown in Column I of Table I

(1) The data used were derived from the annual survey of unions conducted in January of each year by the Canada Department of Labour and give annual totals for Ontario that have been published by the Department. Although these totals are widely used to describe union membership in the Province, they almost certainly understate this because :

probably understate actual membership proportionally as follows :

1958 - 10.3%	1959 - 8.9%	1960 - 6.5%
1961 - 6.0%	1962 - 6.1%	1963 - 6.4%
1964 - 3.5%	1965 - 2.9%	1966 - 4.0%

a) they are compiled from a survey of union locals some of which do not report membership data ; and  
b) some locals report membership in two or more provinces with the result that the Ontario portion cannot be segregated. Among these unions are the Seafarers, Transportation-Communication Employees, Commercial Telegraphers, and Actors' Equity.

Table I

Union Membership in Ontario and as Percentage of Paid Non-Agricultural Workers, 1958 - 1966

Year (Jan. of each Year)	Union Membership (1)	Percentage Change from Previous Year (2)	Paid Non- Agricultural Worker (a) (3)	Col. (1) as % of (3) (4)
1958	552,675	—	1,730,000	31.9
1959	555,200	+ .5	1,764,000	31.5
1960	556,200	+ .2	1,842,000	30.2
1961	550,000	-1.1	1,837,000	29.9
1962	538,800	-2.0	1,874,000	28.8
1963	553,000	+2.6	1,912,000	28.9
1964	577,100	+4.4	1,990,000	29.0
1965	614,900	+6.5	2,101,000	29.3
1966	655,469	+6.6	2,167,000	30.2

(a) Source : Dominion Bureau of Statistics Labour Force Survey - unpublished estimates.







twenty-five per cent had previous work experience with the skill to be taught; about 40 per cent of the trainees had held their last jobs for less than 12 months; most of the trainees in these areas earned between 1.25 and \$1.75 an hour.

The general impression gained of this group of trainees is that they were relatively young, under-educated, frequent job changers, and that many were new entrants to the labour force, or had short work experience which apparently had been acquired in relatively low-paying jobs. Most trainees possessed little or no occupational skill, and potentially at least, they were in position to benefit from the training.

Despite the general impression, significant differences immediately emerged in trainee profiles. The low-paid, under-educated, unskilled ones were heavily concentrated in the programs located in the garment industry. On the other hand, the better-paid, better qualified trainees populated the aircraft industry program, where a more rigorous recruitment policy was carried out by the employers in contrast to employers in the garment industry.

#### *Completion and Discontinuation Rates*

Of the 604 trainees studied, 364 completed, and 240 discontinued their prescribed courses, yielding a 60 per cent overall completion rate, and a 40 per cent discontinuation rate. However, a substantial number of the "dropouts" were able to secure other jobs on the basis of their partial training.

A high proportion of discontinuations appeared to occur in the early phases of a program. In the six studied 45 per cent of all "dropout" cases occurred during the initial three weeks of training, which usually represented between one-third and one-fourth of its total duration. This high concentration of "dropouts" during the initial stage reflects, in part, a rigorous early weeding-out practice followed by firms in the garment and iron foundry industries. Nevertheless, in some cases "dropouts" were presumably hard-core unemployables who were recruited in the first place because of the tight labour market which prevailed across the Province throughout 1966.

#### *Placement of Trainees*

The distinguishing feature of short-term in-plant training is that recruits learn a particular skill on the job, whilst they are employees of the sponsoring firms.

Therefore, the measure of the program's success from the standpoint of the sponsoring firm is its retention rate, i.e. the proportion of the original recruits who complete training and join the company's regular work force. The overall retention rate of the six training programs studied was 36 per cent.

On the other hand the measure of training success from society's viewpoint is the number of placements effected because of training. This includes those trainees retained by sponsoring firms as well as those placed with other employers. The placement rate in the programs studied was 67 per cent of original recruits.

#### **Justification of Investment**

A benefit-cost analysis was used to appraise social investment in short-term in-plant training.

The following is a brief sketch of the conceptual basis of the study:

1. Justification of investment in in-plant training is appraised from the standpoint of society.
2. Net external economies and non-monetary effects of training have been excluded from the calculation of social return because of identification and measurement problems.
3. The method used for measuring social benefits consisted of two basic steps: firstly, the derivation of employment gains from the number of trainees who obtained employment because of training, and secondly, the measurement of additional trainee earnings calculated from the excess of post-training earnings over pre-training earnings.
4. Long-term returns were estimated by means of three different social rates of time-preference (5%, 10%, 20%) in conjunction with seven alternative lengths of post-training employment for the trainees (ranging from 2 to 30 years).

Putting all the six programs studied together, the measurement of economic benefits gives the following typical results:

#### *Some Examples of Additional Income per Placed Trainee*

	Assumed Duration of Post-Training Employment		
<i>Rate of Discount</i>	<i>2 Years</i>	<i>5 Years</i>	<i>10 Years</i>
5%	\$887	\$2,063	\$3,681
10%	827	1,807	2,929
20%	728	1,426	1,999

#### *Costs of the Programs Studied*

The formula for cost-sharing at the time of study was as follows: in the case of the training of existing staff, the Provincial and Federal governments shared equally the full cost of instruction. In the case of the retraining of unemployed, in addition to instructional costs, the Federal and Provincial governments paid one-half of the unearned wages of trainees and the employer paid the other half. In addition, the employer provided, in all cases, the necessary space, tools, and facilities for training.

Counting instruction costs, plus trainee wages, plus foregone trainee earnings, less the value of trainee output during training, overall expenditures of the six short-term programs studied amounted to about \$400,000. Thus, the average per capita investment for the 604 trainees studied was about \$660.

#### *Findings of the Benefit - Cost Analysis*

1. The break-even points or pay-back periods for individual programs studied are between 2 and 3 years. For example, if trained persons work for no more than two years after training, only about 90 per cent of overall investment costs will be recovered assuming highly favourable conditions (viz. 5 per cent discount rate).



Under less favourable conditions (viz. 20 per cent discount rate), the same period of post-training employment will return about 75 per cent of total costs.

2. Putting all six individual programs together, some of the technical results of the research are shown in the following table:

**Benefit—Cost Ratios**

Assumed Rate of Discount	Assumed Duration of Post-Training Employment		
	3 Years	5 Years	10 Years
5%	1.32:1	2.09:1	3.73:1
10%	1.20:1	1.83:1	2.97:1
20%	1.02:1	1.45:1	2.03:1

3. Although the break-even point of the individual programs studied is between 2 and 3 years, the difficulty of satisfying this condition should not be overlooked, in view of special conditions such as a high turnover rate and seasonality factor, which existed in some of the industries concerned. For example, it is highly doubtful whether the break-even condition could be satisfied in the garment industry program where the sewing machine operators, all female, are known to have very unstable employment habits, and where a high turnover rate, coupled with an important seasonality factor, prevail.

4. It is to be stressed that the exclusion of net external economies in the present analysis may tend to underestimate the ratio of expected monetary returns to investment costs incurred in these programs. Nonetheless, the benefit-cost ratios derived tend to suggest that investment in the short-term programs studied are socially worthwhile, in the sense that costs are recoverable within fairly short time periods.

**Effects of Finding on Policy-Making**

As stated earlier, a basic aim of the present research was to discover criteria for a more effective short-term in-plant training policy. The findings, not all of which could be reported here in detail, tended to confirm the experience and views of many Industrial Training Branch officials. Thus, the following emerged as the main determinants of the effectiveness of short-term in-plant training:

- The aim must be to equip trainees with a durable skill—i.e. a skill that would be marketable over a number of years;
- In addition to durability, training skills must be transferrable over a fairly wide range of firms;
- Programs must be selected and designed in view of the capacity of individual firms to run efficient courses of training;
- In all cases, programs must be planned in view of forecasts of future skill requirements;
- On-going programs must be regularly monitored and adequate records kept of the progress of trainees;
- Exit interviews and follow-up studies of trainees must be undertaken to gather regular information about the effects of training.

In the light of these findings, as well as experience of the first 12 months, a number of significant changes

have been effected in all aspects of the short-term in-plant training program. It is now more formalized, and emphasis has shifted from quantity to quality. Now, individual training projects are approved on the basis of certain criteria including the capacity of the firm to run an efficient program and its willingness to agree to a schedule which outlines, in detail, the stages, duration, and substance of training. Skills to be developed are selected in the light of long-run requirements, and in some cases (e.g. the garment industry) training is set up for the industry instead of an individual firm.

A number of important steps have been taken in order to ensure that trainees are equipped with saleable skills. These are as follows:

First, training is now to be conducted in two basic stages, vestibule and shop training. The vestibule part, which may take place in a separate area of the plant under supervision of instructors, is designed to provide the trainee with the theory and related technical knowledge that he will require on his job. Shop training enables him to apply this related knowledge on the job and to develop adequate skill proficiency in actual work conditions.

Second, a training schedule drawn up for each program defines every phase, curriculum content, and amount of time to be devoted to each operation.

Third, a ratio of trainees per instructor is prescribed to ensure adequate supervision and instruction.

Fourth, in order to reduce "dropout" rates, to encourage more efficient employer selection of recruits, and to avoid subsidizing high labour turnover, financial assistance is now provided on a per graduate basis rather than on the number of trainees as previously.

Fifth, a system of regular monitoring of on-going programs has been implemented.

All in all, important steps forward have been taken, thanks to the lessons of past experience. Yet, the need for further development of training arrangements in Ontario is recognized.

Currently, a General Advisory Committee on Industrial Trades in Ontario is studying, among other things, methods of developing training techniques to produce highly-skilled workers faster and with more adaptability. Careful thought is being given to the "block" system of industrial training, whereby trainees would acquire a comprehensive skill by learning parts or segments of it one at a time. A family of related "blocks" could be co-ordinated into a balanced whole to meet the worker's and his employer's skill needs. The system, if adopted, may apply both to workers who may wish to upgrade their productive skills and those learning new ones. They will be able to continue building up their skill blocks even when they move from one firm or region to another. The system is thus extremely flexible and combines the best aspects of conventional apprenticeship programs with the best aspects of short-term in-plant training.

The steps already taken and plans for further improvements should combine to give Ontario a flexible system of industrial training that meets present day and future needs.







Ir. Irving Kristol was born in New York City in 1920. He graduated from City College in 1940; he was from 1947 to 1952 managing editor of *Commentary* Magazine. He was co-founder and editor (along with Stephen Spender) of *Encounter* Magazine,

from 1953 to 1958 and from 1959 to 1960 he was editor of *The Reporter* Magazine. He is currently executive vice-president of Basic Books, Inc., a New York publishing house, and is co-editor, along with Daniel Bell, of *The Public Interest* Magazine.

## The Quality of Life

Irving Kristol, Editor  
The Public Interest  
New York

In introducing a recent work of literary criticism, the British critic, Frank Kermode, wrote:  
*It is not expected of critics that they should help us to make sense of our lives; they are bound only to attempt the lesser feat of making sense of the ways we try to make sense of our lives.*"

What holds for literary criticism must, I think, hold even more strongly for social criticism. It is not for me, as a social critic, to define what is substantially wrong and what is substantially right with the quality of American or North American life, nor is it for me, as a social critic, to tell you what ought to be done to improve the quality of our lives. I am not a prophet, or a moral philosopher, or a theologian, or a poet. So far from being in a position to preach to other people about the quality of their lives, I must tell you that I am in great confusion about the quality of my own, and I would suppose that many of you here this morning are in a similar condition.

What I can talk about, as a social critic, is the ways we discuss this question of the quality of our lives, today and tomorrow; the ways in which we approach the problem; the ways we conceive of the problem; and the ways we very cunningly evade the problem. And I would begin by pointing to a phenomenon that is at one and the same time utterly obvious and yet barely noticed. I refer to the rigorously impersonal way we discuss and argue about this most personal of questions.

Let me give you a trivial, yet striking, instance of what I have in mind.

Every year the people of the United States dispose of some 48 billions of cans, more than 250 per head. They dispose of 25 billion bottles and jars, some 135 per head. They dispose of some 65 billion metal and plastic caps and crowns, some 338 per head. The use and disposal of all these objects represents one of the achievements of the affluent society, and their very presence is one of the infallible signs of this society. Yet they also represent a terrible headache in that, beginning as a marvelous convenience, they end up as mountains of junk, ugly junk, obtrusive junk, which defaces the landscape and makes hideous our environment.

As it happens, a very sizable proportion of this junk is tossed out of moving cars, so that our highways, in themselves quite beautiful creations, are not nearly so pleasant to travel on as they might be.

What should be done about this?

The most common answer to this question—one can even say it is the instinctive answer of our day and age—is that the government ought to get busy and

clean up this mess. Failure of the government to do so is regarded as a symbol of moral sloth, and by many as a sign that the public sector of our society is inadequately endowed with the resources of money necessary to compensate for some of the deficiencies of the private sector. This sounds reasonable enough, and is on its face persuasive enough. Nevertheless, when one looks more closely at this suggestion, one sees that it is not quite so simple as it sounds.

Some interesting small experiments have been made, and it has been discovered that if you wish to clean up this rubbish along the American highways, clean up only three times a year—which is, we will all agree, a very superficial cleaning—it will cost about \$2,500 per mile. Now, one doesn't have to be a statistician, and I am not, to realize that if the government is going to provide even a minimal cleaning of our highways, it is going to cost many hundreds of millions of dollars. And even the United States, rich though it is, cannot calmly appropriate such vast sums of money to clean up its highways, not when these same hundreds of millions are needed to clean up our slums, expand and improve our educational systems, adequately provide for our aged and for so many things that I need not bother to enumerate.

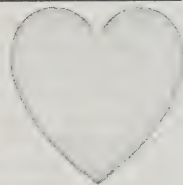
In other words, the basic attitude that it is the job of the individual to create problems, and the job of the government to solve them, isn't really a practical one. I am more than a little dubious about its moral stature too, as you shall see.

But the main point I wish to stress is that this attitude isn't nearly as workable as we assume. If you ask the government to improve the quality of our lives, the first thing you learn is that the government, to accomplish its mission, must begin by asking us to improve the quality of our own lives. Thus, if we ask the government to clean up our highways, the first thing the government has to do is to ask us to stop dirtying the highways, and perhaps take necessary punitive measures in that direction.

To some people, this might seem like a vicious circle. I myself don't see it as vicious in any way, but I do see it as both enigmatic and problematic. What the lesson to be learned is I am not entirely clear, but I suspect it has something to do with a proposition enunciated about 175 years ago by William Pitt. This proposition reads:

*"The corruption of the people is the great original cause of the discontents of the people themselves."*

Everything I have to say here today will take its bearing from this proposition. I shall not, of course, try to exhaust its meaning; and the more I think about it, the







more reluctant I become to try to fix its fullest meaning, because I am, like you, a liberal and progressive man, a loyal citizen of a liberal and progressive country, the product of a liberal and progressive age. And it makes me very nervous to contemplate the possibility that our dissatisfaction with the quality of our lives, and our evident inability to cope in a sovereign way with this dissatisfaction, has something to do with the fact that our liberal and progressive condition may be, in some crucial respects, a corrupt condition.

So let me return to the more limited point I was making, namely, the way we avoid personal responsibility for that most personal of matters, our own human happiness. And let me take another instance, one that is by no means trivial, you will agree.

I am referring to a phenomenon we are all familiar with and which we are all involved in. It is generally agreed to be one of the most striking and characteristic phenomena of our time. It is called "The Revolution of Rising Expectations." And I want to raise some questions about this phenomenon, not out of perversity, but because it strikes me that there are an awful lot of questionable aspects to it.

To begin with, there is the simple matter of fanciful exaggeration. Only the other day, Mr. Walter Reuther reported to his auto workers union that in 20 years or so their average wage would be between \$35,000 and \$40,000 annually. I don't know where he got that figure. Perhaps it was given to him in a dream. It was certainly not provided by any statistical projection I or you have seen. But the fact that this particular figure is absurdly exaggerated is less important than the fact that no one cares. Mr. Reuther could have come up with almost any other figure. The press would have solemnly reported it, and anyone who then took the trouble to point out its inflated dimensions would have been looked upon as a stony-hearted quibbler.

Things are going to get better, aren't they? Auto wages are going to rise over the next 20 years, aren't they? So what danger is there in people thinking that the improvement will be somewhat more considerable than it will in fact be?

Well, I do happen to believe strongly that there is great possible danger in it. The danger takes the form of an entire generation learning to think that since future generations will be so much better off than we are, we can leave the solution of problems to them while we concentrate our energies on self-gratification and self-satisfaction, in short, while we concentrate on mindlessly creating problems for our descendants to take care of.

This state of mind is already exceedingly widespread, so widespread that it is difficult for us to realize what an historic reversal it represents. For most of recorded history, men have assumed individual and collective responsibility for the well-being of their children and grandchildren. Today, in contrast, we are inclined to take it for granted that it is our children and grandchildren who have to assume responsibility for us. The corollary of this belief is that where man could once be defined as a problem-solving animal, he is today more and more a problem-postponing animal.

Now, a funny thing happened to the human race on the way to this great transition. It found that whereas the effort to solve problems releases tension and quiets anxiety, the evading of problems generates tension and increases anxiety. Or, to put it in another way, the human race discovered that whereas self-denial is rather easily accompanied by tranquility of spirit, the absence of self-denial and the insistence on self-gratification seems to lead to spiritual turbulence and unease.

Probably the least used, and certainly the least honored, phrase in the English language today is that term I have just employed: "Self-denial." I cannot recall the last time I heard it used without irony. In contrast, one of the most used phrases, I should say one of the most overworked phrases, is "self-expression," or one of its analogues: "self-liberation," "self-development," "self-fulfillment." But what if it should turn out that self-denial is, because of its intrinsic association with self-responsibility, one of the fundamentals of the good human life, and of the good society, too? And what if we only truly fulfill ourselves when we also, in certain ways, deny ourselves? How then does it stand with the Revolution of Rising Expectations?

I am willing to insist upon this problematic aspect of the Revolution of Rising Expectations all the more strongly because I rather think that it is a doomed revolution, in any case. Even without exaggeration, even in its most precise and professional statistical form, this revolution promises much, much more than it can ever deliver.

Thus, one hears economists talk with some finality of a steady, annual growth rate for the GNP of 5 percent. This sounds like a modest proposition. But the magic of compound interest violates this modesty. A rate of growth of 5 percent for 100 years would result in multiplying our GNP by 250 times.

I figured it on both hands, and I think I may have gotten it wrong on the second hand, but it is somewhere over 200.

This is a pretty intoxicating vision, but I would suggest it is less a vision than a mirage, for two reasons:

First, as Professor Ginzberg so eloquently put it, something will go wrong. It is in the nature of human affairs that something always goes wrong, and we can be certain that this projection too will fail at critical points, which we cannot now foresee.

But secondly, and far more important, we have a natural and inevitable tendency to misinterpret the meaning of economic progress. When we are told that our standard of living over the coming decades is going to be multiplied by such and such a factor, we tend to think that we can, as a result, have more of those things we want, more living space, perhaps, more luxurious holidays, more and better opportunities to educate our children, more and better cultural facilities, and so on. But economic progress doesn't necessarily give us what we want; it gives us what we can produce most efficiently.

Fifty years ago, if you had told the average American family of the great prosperity that was in store for them, an awful lot of people would have looked forward to



aving a maid, or even two. Foolish people. Similarly, it is quite possible that fifty years from now we shall be able to travel cheaply to the moon, but shall have somewhat less living space than we have today, and shall spend somewhat more time than now traveling between home and work. The statistics of economic progress will have been confirmed; the great expectations will have been mysteriously frustrated.

It is this phenomenon, I think, that accounts for the fact that in the United States and Canada today there are a great many people who know that they are well off but can't help wondering why they don't feel well off. In part, of course, it is simple greed; but in part, too, it is the fact that they have been unwittingly victimized by economic progress.

I have mentioned the word "greed." Like "self-denial," this word has fallen into disuse. I don't know what young people think when they learn in their history books that avarice was once one of the seven deadly sins. Maybe they don't learn it; maybe their teachers find it so incomprehensible that they don't even bother to teach it. One could hardly blame them if this were the case. After all, the world is full of people who are demanding impossible things, immediately and as their right, and yet no one says bluntly that they are being foolishly greedy. Instead, we are constrained to say that they are participating in the Revolution of Rising Expectations and, by definition, there can be nothing blameworthy about that.

I think this is a good point for me to pause and say that while I have no objections to asceticism, I am not propounding a sermon in praise of the ascetic way of life. I agree with the wag, whoever he was, who observed that though the best things in life are free, the second-best are very expensive. And I yield to no man in the esteem in which I hold the second-best things in life.

I would even be so bold, on this matter, to disagree with Dostoyevsky, a very dangerous man to disagree with. You will recall that in "The Brothers Karamazov," he wrote that the enemies of the spirit will carry a banner which reads: "Feed men and then ask them of virtue." Well, I don't find that such an unreasonable slogan. Dostoyevsky was certainly right in insisting that the satisfaction of material needs is not a necessary condition for virtue and happiness, but for most of us it is a helpful pre-condition.

What does bother me, however, is the popularity of a new slogan, which reads: "Feed men and then encourage them to ask for more." I recognize the humane intentions behind this slogan, and I am aware that, in certain special situations, it can serve the useful purpose of raising an entire people out of inertia and awakening them to a realization that the possibilities of their condition have not been adequately explored or developed. The spirit of enterprise, we know, is never entirely free of the taint of avarice; and the spirit of enterprise is one form in which human dignity finds expression. But it is also true that the indiscriminate use of this slogan runs great risks.

There is much talk about the management of demand in modern industrial societies, about the crea-

tion of artificial wants through such means as advertising. But politics, too, is capable of creating wants and stimulating demand. When it does so in an unrestrained way, simply because it can think of nothing else to do, when political leaders, or leaders of the organized interests in our society, are in perpetual competition to offer the people more of everything, then democratic politics, I would say, becomes indistinguishable from demagoguery.

We have not quite reached that condition yet, but we seem to be moving inexorably toward it, as if in some kind of a hypnotic trance. We are still capable of responding to some older chords. I do think that citizens of the United States experienced an authentic thrill when President Kennedy told them not to ask what their country could do for them, but rather what they could do for their country. But the response is momentary and, except in moments of national crisis and emergency, not sustainable. In short order we are soon back at our old game, with the people asking their leaders: What have you done for us lately? And the leaders asking their ghostwriters: What can we promise them now?

The upshot of this odd and perpetual political commotion is that, more and more, our societies are composed of strata and classes that, from the very lowest to the very highest, feel themselves to be genuinely underprivileged. A hundred years ago, when everyone was much poorer than he is today, when class lines were more firmly drawn than they are today, when people were more unequal in wealth and education than they are today, then men walked around saying what a nice thing it was to live in an American democracy because all men were equal. Today, everyone walks around muttering that he is underprivileged.

The sociologists even have a technical term for this new state of affairs. It is called "relative deprivation," and it means, so far as I can determine, that if you look long and hard enough and find someone else who seems to be doing better than you, then you have a natural right to behave like a nasty child, and no one has the prerogative of saying you oughtn't to do so. The sociological literature on relative deprivation is by now quite extensive. I am familiar with much of it, and I have yet to come across a single case where sociology has concluded that a particular group or class or individual was not relatively deprived. Seek earnestly enough, and ye shall find reasons for discontent.

The classical political thinkers—by which I mean most political philosophers who were born prior to the 19th century—took a dim view of democracy, as we know. The dimness of their view was based on the assumption that, if given political power, the mass of the people would level down the society, would redistribute wealth in a massive and thoughtless way, would ruin institutions, and would violate all those constraints that make for an order of civility.

This assumption turned out to be largely irrelevant to modern democracies, where the people have not acted that way at all. The reason modern democracy has so far refuted the apprehensions of classical political





philosophy is that it discovered an Aladdin's lamp called "economic growth." Through economic growth, the people could be involved in a process of leveling up rather than leveling down. This process has worked very well indeed, but there are grounds for wondering whether it will continue to work so well in the future.

One is beginning to get the distinct impression that, psychologically, leveling up may come to much the same thing as leveling down. Both the Revolution of Rising Expectations and the pervasive sense of relative deprivation may yet produce the same effects as the sullen and unprogressive envy of the stagnant economic systems of yesteryear.

I have said that classical political philosophy took a dim view of democracy, which is true, but it did allow for exceptional circumstances in which democracy might be workable. Such a circumstance, they thought, would be one in which virtue was widely dispersed among and deeply engraved upon the people.

Now, don't be alarmed. I am not going to embarrass or scandalize you by speaking of the unspeakable. I am not going to talk about chastity. The virtue I have in mind, and which classical political philosophy had in mind, does not mean goodness or niceness, though it is certainly related to them. It means simply the capacity of an individual for successful self-government, and especially his prompt willingness to sacrifice his own private advantage for the common good. What classical political philosophy held to be an unalterable truth was that if people weren't able to govern themselves individually, they could not be expected to govern themselves collectively. Or, in the case I referred to at the opening of this talk, in a virtuous democracy people refrain from throwing empty beer cans on the highways. And they exercise this self-restraint, they perform this act of self-government, not because they are frightened by punitive laws and alert motor-cycle cops, but because they believe it is wrong for an individual to throw empty beer cans on the highways.

I do not think it can be doubted that virtue, in this sense, is becoming an ever-scarcer commodity in modern democracies. Not only do people fail to exercise it, not only do their leaders fail to demand it, the conviction has by now become widespread that it is quite pointless to consider it as a human and social possibility. This conviction is at the heart of some of the most sophisticated techniques we have developed for coping with our social problems.

I am thinking particularly of operations research and systems analysis. These are quite marvelous techniques and, given our condition, are utterly indispensable. But I am astonished that no one seems to realize how morally equivocal they are.

A systems analyst, addressing himself to the beautification of highways, will assume that people will continue to throw beer cans out of car windows, as they have been doing, and will devise his system upon this assumption. Similarly, a systems analyst dealing with urban crime assumes that the crime rate will follow its charted projectory. To be sure, systems analysts are not moralists, and they should not be expected to tell us that the best system ever invented for coping with

troublesome people is one in which people refrain from creating trouble. But someone ought to be saying this, and no one is.

The consequence of this situation is that, more and more, the collective institutions of our society are coming to correspond, not to our virtues, but to our vices. More and more, the modern citizen surrenders his prerogative of self-government, takes his liberties for license, and relies upon external authorities to regulate the resulting mess as best they can. More and more, the quality of life in our society is marked by this alienation of individual responsibility. And in the midst of such alienation, we begin to worry why people are alienated.

The fact that there is a great deal of loose and silly talk about alienation should not encourage us to disbelieve in the reality of the phenomenon. One has only to observe the mood and activities of young people to realize that something is going on. Most of the criticism these young people direct against our so-called organized society is uninformed and shallow. They have all sorts of absurd fantasies about the soullessness of our large corporations, our trade unions, our governmental agencies, and have no appreciation at all of the fact that, far from necessarily suppressing individuality, these large organizations may actually permit individuals to exercise their talents and abilities in ways not otherwise possible.

Nevertheless, these fantasies are grounded on a moral intuition that cannot and should not be lightly dismissed. This intuition is to the effect that the tendency of modern societies is to separate man from the sources of his true goodness and essential happiness, which are to be found in himself, above all, and not in the proliferation of substitute institutions.

If I understand our young people correctly, they are telling us not what they want society to give them, but what they want society to ask of them. In response, all we seem able to think of is new things to give them, and then we are perplexed and annoyed when they do not show a proper gratitude.

I think this problem of alienation will be the key problem governing the quality of life in the coming decades. It will not be met by government subsidy of the arts, by more lavish scholarships and fellowships, by legislating a shorter work-week and more generous pensions. I approve of all of these things, for various reasons. But I think it is absolutely clear, on the experience of the past decade, that they are irrelevant to the discontent of our young people, and, indeed, may serve only to accentuate their sense that democratic government is little more than a vulgar cornucopia, automatically dispensing goodies that have nothing to do with human goodness and human happiness.

Somehow, our democracy will, over the coming decade, have to rediscover what all of the Founding Fathers of the American Republic took for granted, that people find true contentment not in pandering to themselves, but in governing themselves.







# People and Events



Capsule news about people and events in and around the world of labour in Ontario. In future issues *Task* will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Appointments

Five new appointments have been announced in the Industrial Training Branch of the Department.

- Mr. Eric Lucas has been appointed Administrator of Operations, and his duties will involve supervising both the Field and Office Services of the Branch. He will implement procedures for registration, issue and renewal of certificates, counselling services and schooling.
- Mr. C.V. Walker will direct the four Branch trade chiefs as Administrator of Programs and Development. He will also develop and supervise new Apprenticeship and Short-Term training programs, and direct all Provincial Advisory Committees.
- The Branch's new Senior Standards Officer is Mr. T.A. Clark who will supervise the setting of trades standards and the preparation of curricula in both trades training institutes and the plant.
- Mr. Cyril W. White has been appointed Senior Examinations Officer to be in charge of all provincial Examinations Officers and he will aid Mr. Clark in the Curriculum and Standards Division.
- Mr. Leslie Gorge has been appointed Industrial Trades Chief. He will develop training courses in industry, and supervise the work of the General Advisory Committee on Industrial Trades, which was formed in November 1966.

## Education - Labour - Conference

Manpower Training officials of the Ontario Departments of Education and Labour along with representatives of colleges of Applied Arts and Technology attended a three-day conference at Elliot Lake from June 26th to 28th. It was their second annual Edlab conference.

The Conference, held at the Continuing Centre for Adult Education, studied methods of coordinating and integrating adult training and skill upgrading programs conducted by the Applied Arts and Technology Branch of the Department of Education and the Industrial Training Branch of the Department of Labour.

With a backdrop of rapid technological development along with a greatly altered training relationship with the Federal Government, the delegates considered such problems and concepts as financial assistance, coupling programs, training standards and certification, industry's requirements, free apprenticeship training and training facilities.

The purposes and roles of the community colleges were outlined, and possibilities examined by which their facilities and services could be utilized in the training and upgrading of the Province's work force in conjunction with the two departments.

The Department of Education conducts extensive adult training programs while the Department of

Labour administers On-the-Job training and Apprenticeship training.

The two Departments are currently training more than 45,000 personnel including a record high of 15,200 apprentices by the Department of Labour and 17,000 persons under the training program conducted by the Department of Education. The latter Department has trained more than 25,000 persons in Business Management and related courses this past year.

To ensure cooperation between the two Departments, an interdepartmental committee has been established and an annual conference organized so that the two Departments may work together with maximum effectiveness.

## Minister's Safety Conference

The Minister's Safety Conference for 1967 will be held in Sudbury, September 25th - 26th, and in London, November 15th - 16th.

## Human Rights Conference

The Ontario Human Rights Commission hosted the 19th Annual Conference of Commissions for Human Rights at the Royal York Hotel, Toronto, July 4th - 8th. Attending were 167 delegates representing 100 municipal commissions, 32 provincial and state commissions, and representatives of federal human rights agencies in the United States, Canada and Great Britain. The key purpose of the conference was to exchange experiences regarding the administration of human rights legislation and to discuss matters of mutual concern in relation to human rights.

## Canadian National Exhibition

The Department has organized five major displays for the Canadian National Exhibition to be held August 18th - September 4th.

The principal exhibit features a cooking and baking demonstration in the Ontario Government Pavilion, staffed by Chef Training and Baking apprentices.

The Ontario Human Rights Commission will provide information and literature in a circular booth in the Better Living Centre. Also in that building, the Labour Safety Council will show a different phase of Safety in Ontario each day of the exhibition.

In the Careers Building, a Gateway to Opportunity Selector will indicate the qualifications and training required for 60 trades.

The Women's Bureau will provide counselling services to women and girls who want information on careers, training facilities and university courses.



# View from the House



FEB. 24.1971

\*copies available on request from the Information Branch  
 \*\*copies available on request only from the branch concerned  
 \*\*\*copies not available for general distribution but can be seen at the Legislative Library, Queen's Park, Toronto or most local libraries under Ontario Statutes.

## \*Apprenticeship and Tradesmen's Qualification Act, 1964

OR 279/64 General  
 Regulations pertaining to  
 OR 266/64 Workers in Servicing and Installing Air-  
 Conditioning or Refrigeration Equipment

OR 269/64 Cooks  
 OR 72/66 Electricians  
 OR 274/64 Motor Vehicle Repairers  
 OR 275/64 Watch Repairers  
 OR 226/65 Steamfitters  
 OR 227/65 Plumbers  
 OR 228/65 Painters and Decorators  
 OR 229/65 Sheet Metal Workers  
 OR Barbers  
 OR 268/64 Barber Schools  
 OR 65/67 Hairdressers  
 OR 122/67 Ironworkers  
 OR 375/66 Chefs  
 OR 22/67 Cleaners  
 OR 336/66 Radio & Television Service  
 Technicians

OR 276/64 Plasterers  
 OR 278/64 Masons  
 OR 264/64 Bricklayers  
 OR 270/64 Carpenters

\*\*Employment Agencies Act  
 Miss A.M. Buscombe  
 Supervisor, Employment Agencies  
 \*\*Fair Wage Schedule (Government Contracts)  
 Order-in-Council  
 O.C. 166/65

Mr. J.C. Campbell, Director,  
 Labour Standards Branch  
 \*\* (Copies of prevailing rates are available only from  
 the contracting department concerned.  
 These include:

Department of Highways  
 Department of Public Works  
 Ontario Housing Corporation  
 Ontario Water Resources Commission)  
 OR 90/65 Rules of Procedure  
 \*Hours of Work and Vacations with Pay Act  
 \*Industrial Standards Act  
 OR 199/64 Duties of Employers and Advisory  
 Committees  
 OR 117/65 Electrical Repair and Construction  
 Industry - Toronto Zone

Sixth in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Listed is all legislation currently administered by the Department. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing the Ontario Department of Labour, Information Branch, 74 Victoria Street, Toronto 1A, Ontario.

## \*Minimum Wage Act

OR 39/66 Order - General Workers and Hotel and  
 Restaurant

OR 38/66 Order - Construction Workers - Ontario  
 Zone

OR 254/64 Order - Taxi Business - Ontario Zone  
 \*\*\*Rights of Labour Act (RSO 1960, Ch. 354)

## \*\*\*Wages Act

\*Leaflet - explaining section 10 which the Labour  
 Department administers

\*\*\*One Day's Rest in Seven Act (RSO 1960 Ch. 269)

\*\*\*Government Contracts Hours & Wages Act (RSO  
 1960 Ch. 166)

## \*Boilers and Pressure Vessels Act, 1962-63

R 39 General

\*Construction Hoists Act, 1960-61

OR 311/62 General

\*Construction Safety Act, 1961-62

OR 170/62 General

OR 42/67

\*Elevators and Lifts Act

OR 4/66 General

OR 262/65 Rope Tows and Ski Lifts

\*Industrial Safety Act, 1964

OR 196/64 General

OR 197/64 Foundries

OR 225/65 Grain Elevators

\*Operating Engineers Act, 1965

R 473 General

\*Trench Excavators' Protection Act

R 559 General

\*OR 100/63 Underground Work

R 241 General

\*Hospital Labour Disputes Arbitration Act, 1965

\*Labour Relations Act

R 399 General

R 400 Office of the Board

R 401 Rules of Procedure

R 202/61 Jurisdictional Dispute Commission

\*Age Discrimination Act, 1966

\*Ontario Human Rights Code, 1961-62

OR 130/62 Form of Complaint

\*Athletics Control Act

OR 116/50 General

\*\*\*Department of Labour Act (RSO 1960 CH. 97)

\*\*\*Workmen's Compensation Act

Public Service Branch

Workmen's Compensation Board

90 Harbour Street

Toronto 1, Ontario

R General

(a brief summary of this Act is also available for distribution)

Documents Librarian,  
 Legislative Library,  
 Parliament Buildings,  
 Queen's Park,  
 Toronto, Ont.

Attention - Miss Hope.

11.7

Postes CANADA Postage

4 c.

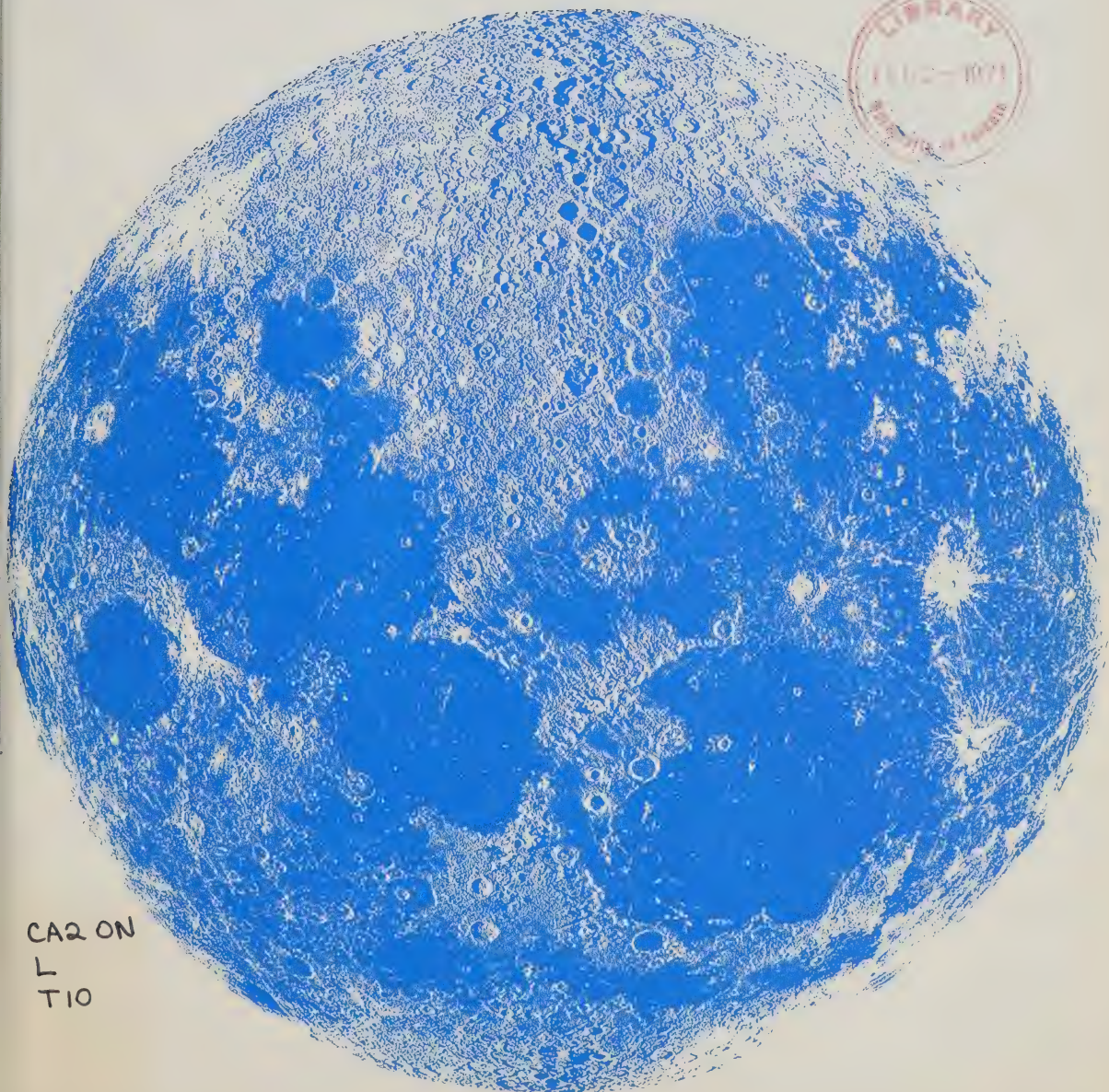
No. 8417  
TORONTO





News from the Ontario Department of Labour  
Volume 2 Number 4, November 1967

# Task



CA2 ON  
L  
T10







# Task

Hon. Dalton Bales, Q.C.  
*Minister*

J.W. Preiner  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

C.G. Gibson  
*Director, Safety & Technical Services*

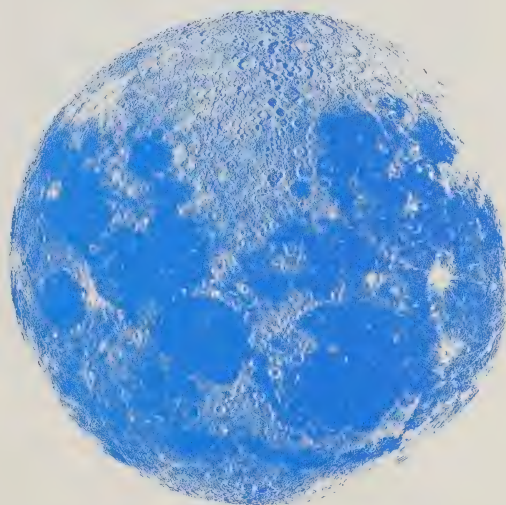
M.K. Dibble  
*Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.D. Burge  
*Chief, Public Relations and Information Services*

**Habitat**  
P. Christopher/Newton & Company

The Future of Labour <i>Part 2 – Management</i>	4
The Department of Labour <i>A Good Employer?</i>	6
The Economy	13
Statistics & Review	9
People and Events	18
Available Publications	20



## Cover

For an entire age enlightened man was concerned with the search for the Holy Grail, and on the way to that goal gave us chivalry, manners, literature, communications and romantic love.

In this age the race for a desolate moon has become the obsession and mark of our time. Two authors in this issue look at some of the side effects of this modern search.

# The Future of Labour

This is the second in a three part series on the future of labour and labour relations from the viewpoint of men involved in the labour movement, in industry and in the area of public interest.

Our second author is Mr. W. H. Wightman, Manager of the Industrial Relations Department of the Canadian Manufacturers' Association.

Before joining CMA, Mr. Wightman had served as Director of Personnel and Public Relations at Kingston General Hospital and as Industrial Relations Manager of the Hershey Chocolate Company and Beech-Nut Lifesavers Incorporated in the United States. He gained his initial experience in the field with Du Pont of Canada.

Mr. Wightman is Secretary to the Canadian Employers Committee of the International Labour Organization and a Technical Adviser at the International Labour Conference in Geneva.

He is a graduate of Clarkson College and Columbia University Graduate School where Dr. Eli Ginzberg, author of our third article in this issue, was one of his instructors.

Despite the fact that the stakes continue to grow higher and the dangers greater, Man over the long haul has become better able to control both nature and his own institutions. Thus history gives us a convincing basis for optimism when we attempt a long term view of the future.

If there is no legislation requiring forecasters to be optimistic, apparently there is some current requirement that every article dealing with Man's institutions make reference to their "viability." The word has valid usage in this present context in light of structural studies which are now being carried out by organized Labour in Canada. A management view of the future of Labour and Labour relations in our country would be incomplete if it did not take note of this effort on the part of organized Labour to restructure its institutions, as a result of which the individual in our society may be better served.

Of course, there has been a lot of rethinking on both sides of the fence. Managerial concepts undergo continuous change. In the past too much of it was predicated on the supposition that the employee's primary instinct is to "let George do it" and that his natural attitude towards the organization is "I'm all right, Jack." The proponents of scientific management appear to have made this same kind of assumption. Whether or not they eventually learned that the assumption was invalid, they certainly did learn that when employees are treated in this fashion, they begin to act as if it were true.

Current managerial styles are more apt to be based on an appeal to Man's equally natural instincts to improve, contribute, invent and to be restless and dissatisfied with the status quo.

While the need for good "communication" has been a favourite topic in management seminars, there is considerable evidence to suggest that management has spent a great deal of time talking *at* people rather than *with* them. There is a growing consciousness of the need to listen as well as to tell.

As our listening skills continue to improve, the future will see more involvement by labour in the decision-making processes. This participation will come not in the form of a veto power or a sharing of responsibility for decisions, but rather as a positive contribution of meaningful information which, when fed into the matrix, will contribute to better decisions for the benefit of both employer and employee who are, after all, an integral part of the final beneficiary, the general public.

For some companies, the consultative role of labour may lead to a more active role in community affairs,

# Management Looks to the Future

W. H. Wightman  
Manager, Industrial Relations Department  
Canadian Manufacturers' Association

but the fundamental aim will be the improved productivity and profitability of the company. This is essential in a competitive enterprise economy like Canada's.

Having made its contribution, labour will want to ensure it is rewarded on an equitable basis. It has been the traditional role of labour unions to negotiate an equitable division of the pie. Even in the far distant future, this will continue to be a legitimate function of labour unions; and, in the final analysis, rightly so.

## Changing Attitudes

These changing attitudes and structures could lead to a host of benefits, the most important of which, hopefully, might be the elimination of many of the useless trappings which seem to denigrate Man and belie his importance as an individual.

Canada is a social experiment. The greatness of the experiment lies in the degree to which it has succeeded in not homogenizing its people. We are a nation of "characters," with no two of us alike, and with a treasured awareness of our individual identity. In spite of current trends, our institutions, including our industries, can be geared to serve the individual and thereby ensure that his identity is preserved.

In the future, enterprise will still involve planning, directing, producing, distributing among its functions. Supply and demand for services and skills will continue to have a large part in determining what activities the individual selects for himself to work at, and combined with the value of individual contribution, will continue to be a determinant of monetary reward. Both within the enterprise and society at large, Man will be assessed on the basis of his worth as an individual.

It follows then, that a reversal of certain trends in public policy is indicated. While the State must continue to recognize certain obligations with respect to the basic needs of all citizens, it must even more importantly formulate and implement public policy in the role of a servant to the individual rather than that of "Big Daddy." The State must develop policies which assist and encourage the individual to accept maximum responsibility in order that he may grow, wax healthy and find full expression as an individual and not as a cipher in a computerized memory bank.

Public policy must address need where need exists, but insofar as possible it must help the individual to help himself and thereby maintain his personal dignity.

## Individual Worth

In recent years labour relations have been further complicated by a tendency on the part of the union membership to refuse to ratify contract proposals agreed to by the people who negotiate on their behalf. It may, therefore, seem anomalous to emphasize a need for institutions to become more responsive to the individual and to concentrate their efforts on serving him better.

While the problem of "rank and file rebellion" is real enough, the solution is surely not to be found in legislative action which would make the individual completely subservient to an institution he created, or joined, or somehow became a part of and which is presumed to exist to protect his personal integrity and advance his personal interest.

## Public Policy

There is no more a divine right to lead anymore than there is a divine right to rule. Experience would suggest that the authority to lead is retained only as long as the leadership is responsive and responsible. The study of union structure referred to earlier could point the way to greater responsiveness.

The way to greater responsibility of action is there for all of us to see and follow. We need not think nor hope that the nature of responsibility will change in the future. We will not be able to avoid our individual responsibility by attempting to share it through committees or collectivize it through our institutions.

We can, however, become more sophisticated in our ability to draw upon and utilize the good thinking of all the individuals who are a part of each enterprise. This would further serve to highlight the importance of the individual.

## Public Service Employees

In Canada, we are now embarked upon a new era which will see some form of collective bargaining in the federal public service. There is some apprehension on the part of both management and labour as to the outcome of this development. The Canadian Labour Congress and the Confederation of National Trade Unions will be upset if their locals are not certified to represent public service employees. Management fears that political considerations and the threat to the interruption of essential services will lead to unrealistic settlements which will have an adverse effect on the private sector. As yet, the way to the effective abandonment of strikes in the private sector is not clear, but since there is no room for strikes in the public sector to begin with, perhaps our efforts can be concentrated on developing alternatives which are both equitable and acceptable.



M. K. Dibble  
Director of Administrative Services  
Ontario Department of Labour

# The Ontario Department of Labour—A good employer?

The Department of Labour spends most of its time, in one way or another, telling the public of the merits of treating employees humanely. The Department, through its representatives, seems to the casual observer to delight in questioning other employers about their treatment of their employees. Areas of questioning include such diverse subjects as safety, wages, discrimination, training and vacation. I think that, in the midst of its never-ending concern for other employers, the Department might permit the public a glimpse of its own stature as an employer.

So, with that idea in mind, let us provide the glimpse by trying to answer the question, "What does the Department of Labour offer its employees?" or possibly more appropriately, "What can it offer a prospective employee?"

First of all we should get one thing straight. The Department of Labour is not a refuge for the tired or the indolent. I am reminded of the young university graduate who recently sought employment with us. When he was asked about motivation, he said that his father knew a lot of civil servants and he felt that they had pretty cushy jobs, and he (the son) thought that he would like one too. I think he was somewhat surprised when he was informed that our employees were expected to earn their money.

The attitude expressed by this fellow is fairly representative of the attitudes of a segment of our population which believes somehow that there is no real need for ability in the conduct of government business. In this era of enlightenment, characterized by instant and pervasive communications, I am always surprised when I am confronted by an

## Job Satisfaction

It is very difficult, because of the very nature of the subject, to comment briefly on this factor. I can unequivocally state, however, that one of the greatest sources of satisfaction in public service is that which is derived from the knowledge that one is serving his fellow man. There is, of course, the additional element which is inherent in any position with a good employer—recognition of a job well done.

The variety of jobs in the Department of Labour is extensive. A previous issue of Task 1\* provides an excellent word picture of the responsibilities of the various Branches in the Department. Each branch requires intelligent, conscientious, dedicated employees to ensure that its responsibilities are met.

## Security

The long-held view that employment in Government is a sinecure to be ended only with the receipt of a big fat pension, is far from being realistic.

In fact, I would have to say that an employee in the Department of Labour should feel about as secure as he would in any other responsible, dynamic organization. In other words, an employee who is productive and basically interested in the aims of the organization will find opportunity for many years of useful service with this Department.

## Vacation and Holidays

Until a year or so ago, employees were granted three weeks' vacation after

tually be entitled to pension payment is required to pay into the pension fund six per cent of his gross salary. In return for his contribution of six per cent, he receives, when pensionable, two per cent of his "salary" for each of the years that he contributed. So that, for example, if he had contributed to the plan for 25 years, his annual pension would be equal to 50% of his "salary", for the remainder of his life. I have placed quotation marks around the word salary to draw attention to the fact that it must be defined to be meaningful. In this context, "salary" is determined through averaging the annual salary of the five consecutive years during which it was the highest. The significant feature of calculating pensions on the basis of best years rather than final years is that an employee's pension will not be significantly reduced in the event that he may be forced, through illness or some other circumstance to accept a drastic cut in salary during his final years of employment. The pension plan includes such standard features as early retirement, disability, deferred pension, survivor benefits and return of contributions. Because of the demands of space, however, it is impossible in this article to provide more than a sketch of the basic elements.

## Opportunity for Advancement

Attitude surveys throughout the country confirm that one of the main concerns of the employee or the potential employee is opportunity for advancement. The Department of Labour is very aware of the need to provide avenues of progression for its personnel. As involved senior and junior personnel know, advancement is a continuous process.

only those persons who, by virtue of their education, experience, enthusiasm, integrity, common sense, and good judgment and so on, demonstrate that they are qualified to perform the allotted task.

So, on the assumption that our employees do a full day's work, what do they get in return? We might list, in no particular order, the more common elements comprising the "pay and working conditions" package, and then make a few comments about each. The list, then, would look like this: Pay, Hours of Work, Job Satisfaction, Security, Vacation and Holidays, Group Insurance, Pension, Opportunity for Advancement, Staff Development.

## Pay

The problem of pay determination has passed a number of obstacles during the past few years, having developed from a rather loose, misguided "across-the-board" situation to the current stage which is characterized by modern classification techniques, professional pay research, and where applicable, the machinery of collective bargaining. As a result, we are now able to compete with industry for a reasonable share of the labour market. Because pay is a very unstable commodity, affected constantly by the forces of a buoyant economy, we cannot categorically state, except momentarily, that our salaries are in any particular segment of the over-all Ontario salary picture. We can say, however, that we try to ensure that they are competitive with those of good employers in industry.

## Hours of Work

In the Department of Labour, employees fall quite naturally into two distinct groups, insofar as hours of work is concerned. The majority of the clerical group receive overtime pay at the rate of time and a half.

For this group, the standard work week is composed of 36 $\frac{1}{4}$  hours. Virtually all other employees, because of their supervisory, management, professional, or specialist duties, operate on the principle that the minimum work week is 36 $\frac{1}{4}$  hours, and that the actual hours of work is a function of the amount of work to be done. The question of overtime, therefore, does not arise, except that management may grant, albeit somewhat paternalistically, some time off to individuals who have been burning exorbitant quantities of midnight oil.

granted for each of the first three years, and three weeks thereafter until the 20th year, after which the vacation entitlement is four weeks. In addition to vacation, each employee accumulates 1 $\frac{1}{4}$  days of "attendance credits" (actually, sick leave credits) per month. During each of his first three years, he may use one week of these credits to increase his vacation entitlement to three weeks. Ten holidays (Christmas, New Year's etc.) are granted each year.

## Group Insurance

The Ontario Government, and therefore, the Department of Labour, provides for civil servants a comprehensive and modern group insurance benefit package. This package includes medical and life insurance for both employee and his dependants. Medical insurance covers both basic and major medical expenses, and inclusion in the plan is voluntary. The compulsory portion entails a \$2,000 coverage on the employee at a current cost of 27 cents a month. Supplementary insurance to the extent of twice the amount of the employee's salary, together with a \$1,000 policy for the spouse and \$500 on each of the children may be procured at reasonable cost. One significant aspect of this insurance is that, with the exception of the children's coverage and with the employee's supplementary coverage, it may be converted on termination of employment. Another interesting feature of this plan is that the compulsory portion (\$2,000) includes an accidental death and dismemberment benefit.

## Pensions

We now get into an area which has given rise to much of the popular but mistaken contention that civil servants are treated much more beneficially than are their counterparts in the cold environment of industry. It is true that pension plans within provincial governments generally, as well as within the federal government, have historically been significantly more liberal than were those in industry. Such a statement, however, loses much of its validity when comparison is made with modern industrial pension plans. That is not to say, nevertheless, that our pension plan is still not one of the best in Canada. Without getting into the fine print and the numerous options, let us look at the main elements. First of all, government pensions are not free. Every person who will even-

transfer procedures between Departments, a civil servant's ability to exploit his potential is not limited to the confines of the Department of Labour, but is applicable to the whole of the government service. Thus, if the employee should find himself in a dead end in one particular department (and there are dead ends in government service, as there are in industry) he may switch into a progressive situation through the simple process of transfer to another department or another area within the same department. This naturally implies a capability on the part of the employee to merit the transfer.

But cannot the employee find an acceptable career within the Department itself? Of course. The Department is a dynamic, and yes, even a vibrant organization. It is managed by men who are dedicated to the proposition that its responsibilities will be met with intelligence, wisdom, and enthusiasm. At the same time, the constant expansion of the province's economy exerts upon the Department concomitant pressure to expand to fulfil its obligations. Furthermore, the introduction of new concepts, with resultant changes in organization and methods, produces demands for new and more complex jobs. Accordingly, it is safe to say that a person within the Department of Labour need not look elsewhere to find a challenging and rewarding career.

## Staff Development

It is one thing to state that opportunities for advancement are good. It is quite another to try to ensure that employees are able to take advantage of the opportunities as they arise. The Department of Labour recognizes the need to assist employees in preparing themselves for the increased responsibilities that come with promotion. Preparation may be initiated by either the Department or the individual depending on circumstances. The individual, for example, may recognize that his lack of formal education is holding him back, in which case he may request, and receive, assistance in completing night or correspondence school courses. At the same time, the Department attempts (on an individual basis) to identify those areas, whether they be clerical, supervisory, professional, or specialist, wherein increased effectiveness can be achieved through the medium of a training program. Continuing liaison between the Departmental training officer and representatives of governmental training agencies, high

schools, universities, correspondence schools and other institutions provides a useful link through which the desired training and development can be carried out. The cost of the majority of training is shared by the Department and the employee. In certain fields, where a satisfactory job is dependent on successful completion of a particular course, the total cost is borne by the Department.

### Conclusion

The preceding paragraphs have presented, through a sort of self-dissecting process, an opportunity to view at least the surface of a number of elements which, together, largely constitute a reflection of the Department's stature as an employer. On that basis I leave it to the reader to make his own judgment as to whether or not the Department may qualify as a good employer.

### Current Positions Available

Through the continuous growth and natural turnover processes that occur in any large organization, the Department experiences a relatively constant need for people. If you are interested in the positions listed below, which are contemporary to within three weeks of publishing, simply write the Personnel Branch, Ontario Department of Labour, 8 York Street, Toronto 1A.

#### Classification

##### *Clerk 2 General*

Industrial Training (Qualification Clerk)  
74 Victoria Street

##### *Clerk 3 General*

Accounts

##### *Clerical Typist 2*

Industrial Training (casual)  
74 Victoria Street

##### *Clerical Steno 2*

Industrial Training  
74 Victoria Street

##### *Clerk 4 General*

Student Welfare Officer  
74 Victoria Street

##### *Clerical Typist 2*

Windsor & Ottawa

##### *Clerical Steno 2*

Ottawa

##### *Apprenticeship Counsellor 1*

Building Trades

Kingston & Toronto

##### *Development Officer 1*

Industrial Trades

Toronto

##### *Public Relations Officer 2*

Toronto

##### *Purchasing Officer 2*

Toronto

##### *Legal Officer 1*

Toronto

##### *Labour Standards Officer 1*

Toronto & Welland

##### *Boiler Inspector 1*

Kingston

Sarnia

Ottawa

Hamilton

##### *Elevator Inspector 1*

Chatham & Toronto

##### *Construction Safety Officer 1*

Sudbury

##### *Industrial Safety Officer 2*

Kitchener

Ottawa

London

Sudbury

Windsor

Owen Sound

Toronto

##### *Clerk 6 General*

Office Manager - Boiler

Toronto

##### *Economist 5*

Research Branch, Labour Relations

8 York Street

##### *Economist 5*

Research Branch, Manpower & Trades

8 York Street

##### *Economist 3*

Research Branch

8 York Street

##### *Economist 2*

Research Branch

8 York Street



# Statistics + Review

## 8



### Volume of Conciliation Activity under Ontario Labour Relations Act January to September, 1967

The accompanying tables provide information on the volume of activity generated by applications for conciliation services under The Ontario Labour Relations Act. Table 1 covers the first nine months of 1967, and Table 2 the months of July to September, and both compare 1967 experiences with those of similar periods in 1966.

The data in the tables indicate:

1. That formal conciliation activity in the January to September period of 1967 was slightly higher than in a similar period of 1966;
2. That in both 1967 and 1966 the high level of requests for conciliation of the first half of the year eased in the third quarter;
3. That the number of disputes referred to conciliation boards in 1967 is considerably lower than in 1966.

These points and others from data in the tables are highlighted in the following.

**Table 1**  
Volume of Conciliation Activity under Ontario Labour Relations Act, January to September, 1966 and 1967

	Disputes		Employers		Employees	
	1967	1966	1967	1966	1967	1966
<b>Officer Stage</b>						
<i>In Process</i>						
January 1st	151	175	192	218	20,721	15,333
Referred during period	961	898	1,490	1,031	144,116	146,824
<b>Total</b>	<b>1,112</b>	<b>1,073</b>	<b>1,682</b>	<b>1,249</b>	<b>164,837</b>	<b>162,157</b>
<i>Disposition</i>						
Settled	450	498	641	569	44,448	46,566
Referred to Boards	71	216	80	262	14,581	73,386
No Board	444	198	784	231	93,718	20,132
Lapsed	7	13	7	13	331	899
Mediator	2	—	2	—	161	—
<b>Total</b>	<b>974</b>	<b>925</b>	<b>1,514</b>	<b>1,075</b>	<b>153,239</b>	<b>140,983</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1st	33	71	49	84	14,466	11,935
Referred during period	71	216	80	262	14,581	73,386
<b>Total</b>	<b>104</b>	<b>287</b>	<b>129</b>	<b>346</b>	<b>29,047</b>	<b>85,321</b>
<i>Disposition</i>						
Settled prior to hearings	2	26	2	29	202	3,567
Settled during hearings	34	89	45	120	5,170	29,538
Board Report	48	134	56	151	20,994	41,862
Lapsed	—	1	—	1	—	7
<b>Total</b>	<b>84</b>	<b>250</b>	<b>103</b>	<b>301</b>	<b>26,366</b>	<b>74,974</b>

### Officer Stage

The workload of conciliation services at the officer stage rose slightly during the first nine months of 1967 to 1,112 disputes compared to 1,073 in the similar period of the preceding year. The number of employees directly involved in these disputes in 1967 was 164,837 — a two per cent increase over 1966. In contrast, the number of employers assisted by conciliation officers rose by 35 per cent in 1967 compared to 1966. This sharp increase in the numbers of employers stemmed from the large share of disputes that were in the construction industry. The same situation was noted as a feature of conciliation activity in the period January to May, 1967, and is discussed in the August, 1967 issue of "Task".

There were fewer requests for conciliation services in the third than in the second quarter of both years for which data are shown. In 1967 there were 219 requests in the third quarter and 465 in the second. However, the workload in the July to Sep-

tember period, which includes disputes carried over from the previous quarter, remained at a high and almost identical level in both years.

Dispositions at the officer stage of conciliation also rose in the January to September period of 1967 above the level reached in the same months of 1966 in terms of all three measurements — disputes, employers, and employees. However, the proportion of these dispositions that took the form of settlements was lower in the current year than in the preceding one, and this pattern persisted in the third quarter as well as throughout the nine-month period. A factor contributing to this in 1967 was the large number of construction industry disputes in which there were few settlements at the officer stage. In this industry, resolution of most disputes is contingent on a few key negotiations and these were prolonged beyond the formal officer stage. Settlements were achieved in the third quarter were in a number of large establishments in the clothing, transportation equipment, printing and publishing, food and beverages, textile, metal fabricating, public administration and health and welfare industries.

Almost all the disputes not settled at the officer stage this year were either referred to a conciliation board or designated as "no board". A small number lapsed, and in two, the parties requested the services of a mediator after a conciliation officer had met with them.

In the first nine months of 1967, 46 per cent of the disputes disposed of by officers went to a "no board" situation as against 21 per cent in 1966. The same pattern held in the third quarter of both years. After "no board" decisions lawful strikes and lock-outs can take place, and the parties are under pressure to resolve differences. The conciliation services maintain contact with companies and unions in these situations and in many instances are able to help them.

### Conciliation Board Stage

The number of disputes which went to conciliation boards was drastically reduced in the first nine months of 1967 as compared to 1966 with 71 and 216 referrals, respectively. This reduction reflects a change in conciliation practices. In 1967 a board was

established at the request of both parties or in circumstances when, in the judgment of the Conciliation Branch, a board would serve a useful purpose. In previous years boards were established on the request of one party to a dispute, except in the construction industry.

In the first nine months of 1967 conciliation boards settled 34 disputes during hearings, or 40 per cent of those handled. In a similar period of 1966 there were 89 disputes settled during hearings, or 35 per cent of those disposed of. The 84 disputes which were disposed of by a board in the first nine months of 1967 covered 26,366 employees, an average of 314 employees per dispute; while 250 disputes disposed of in 1966 covered 74,974 employees or an average of 300 employees per dispute.

On September 30th, 1967, 20 conciliation boards were outstanding, as against 37 on November 30th, 1966.

**Table 2**  
**Volume of Conciliation Activity under Ontario Labour Relations Act**  
**July, August and September, 1966 and 1967**

Officer Stage	Disputes		Employers		Employees	
	1967	1966	1967	1966	1967	1966
<i>In Process</i>						
July 1st	177	152	229	183	19,999	25,138
Referred during period	219	239	280	277	57,965	56,912
<b>Total</b>	<b>396</b>	<b>391</b>	<b>509</b>	<b>460</b>	<b>77,964</b>	<b>82,050</b>
<i>Disposition</i>						
Settled	124	129	153	156	10,986	13,491
Referred to Boards	16	47	17	57	1,452	43,009
No Board	117	65	170	71	53,768	3,733
Lapsed	—	2	—	2	—	643
Mediator	1	—	1	—	160	—
<b>Total</b>	<b>258</b>	<b>243</b>	<b>341</b>	<b>286</b>	<b>66,366</b>	<b>60,876</b>
<b>Board Stage</b>						
<i>In Process</i>						
July 1st	25	58	31	69	3,076	11,493
Referred during period	16	47	17	57	1,452	43,009
<b>Total</b>	<b>41</b>	<b>105</b>	<b>48</b>	<b>126</b>	<b>4,528</b>	<b>54,502</b>
<i>Disposition</i>						
Settled prior to hearings	1	9	1	12	112	2,116
Settled during hearings	8	26	9	28	519	19,962
Board Report	12	33	12	41	1,216	22,077
<b>Total</b>	<b>21</b>	<b>68</b>	<b>22</b>	<b>81</b>	<b>1,847</b>	<b>44,155</b>

### **Labour Relations Board** **Statistics April to** **September 1967, Inclusive** **Cases Received**

In the six-month period April to September, 1967, the Board received a total of 780 cases of all kinds. This was an increase of 95 from the total for the same period of the preceding year.

Representation cases accounted for 564, about 73 per cent of the total, and were slightly more than the number received in the corresponding period of 1966. These 564 cases included 513 certification applications, compared to 511 a year earlier, and the remainder had to do with termination and successor status applications.

Unfair labour practice cases contributed 187 of the total, 65 more than the number received between April and September, 1966. The number included 30 applications for declaration of unlawful strike; 12 for declaration of unlawful lockout; 55 for consent to prosecute; and 90 complaints of unlawful treatment in respect of employment.

Applications and complaints other than representation and unfair labour practice cases, which are classified by the Board as "miscellaneous," fell to 28 from 33. The majority of these consists of applications for determination by the Board on the status

of employees relative to a bargaining unit, request for early termination of collective agreements, and questions referred to the Board by the Minister in connection with conciliation applications.

### *Cases Disposed of*

The number of cases disposed of by the Board in the six-month period under review, April to September, 1967, totalled 764. This was 100 more than the figure for the same period of 1966.

Of the total, 548 were representation cases which increased by 20 from the like period a year earlier. These consisted of 503 certification applications, compared to 506 in the corresponding period of 1966; 39 termination applications, compared to 19; and 6 successor status applications, compared to 3.

The total number of employees affected by the 503 certification applications closed was 17,726 and about 60 per cent of them were involved in those in which certification was granted. A larger number of employees (20,335) were affected by certification applications between April and September, 1966. However, the proportion of employees covered by those which obtained certification was 2 per cent below that for the period under review.

The number of representation elections

which resulted in closing of certification cases declined to 60 from 66 disposed of in the first six months of the preceding fiscal year. In the elections held during the first half of the 1966-67 fiscal year there were 6,574 employees eligible to vote, and 97 per cent of them participated. The number of employees eligible to vote in the period under review was 5,148, but the proportion of them who cast ballots was 5 per cent less than in the earlier period.

Sixty-six more unfair labour practice cases were disposed of between April and September, 1967, than in the like period of 1966. The 180 cases included 26 applications for declaration of unlawful strikes, an increase of 17; 12 applications for unlawful lockouts, compared to none; 54 applications for consent to prosecute, an increase of 12; and 88 complaints of unlawful treatment in respect of employment, an increase of 25. The number of "miscellaneous" cases disposed of rose to 36 from 22 in the comparable period in 1966.

Monthly figures of the cases dealt with by the Board during April to September, 1967, are compared with those for the same period of 1966 in Table 3. Table 4 shows similar data on a fiscal year basis for 1965-66 and 1966-67.



**Table 3**  
**Number of Cases Dealt with Monthly by The Ontario Labour Relations Board, April to September, 1967**

Type of Case	Number Received												Total	
	April		May		June		July		August		September		1966	
	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967
Certification	86	84	78	95	112	78	67	79	99	93	69	84	611	613
Termination	5	8	10	13	—	4	1	6	1	7	—	7	17	48
Successor Status	—	—	2	—	—	1	—	3	2	1	—	1	4	6
Strike/Unlawful	3	5	1	6	1	6	4	9	—	3	3	1	12	30
Lockout/Unlawful	—	—	—	3	—	8	—	—	—	—	—	1	—	12
Prosecution	17	5	10	10	6	19	8	14	3	4	8	4	50	55
Section 65	5	17	14	11	10	9	14	22	10	21	7	10	60	90
Miscellaneous	4	5	4	7	8	1	6	4	4	3	8	8	33	28
Total	120	124	119	145	137	126	99	137	119	132	93	116	687	780

Type of Case	Number Disposed of												Total	
	April		May		June		July		August		September		1966	
	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967	1966	1967
Certification	66	89	93	72	88	99	81	73	87	77	91	93	506	503
Termination	4	4	4	6	9	14	1	6	1	3	—	6	19	39
Successor Status	—	1	2	—	—	—	—	3	—	1	1	1	3	6
Strike/Unlawful	3	4	1	5	—	3	2	5	—	7	3	2	9	26
Lockout/Unlawful	—	—	—	2	—	1	—	8	—	—	—	1	—	12
Prosecution	4	5	14	5	6	10	6	15	4	11	8	8	42	54
Section 65	6	17	13	17	13	10	6	14	19	16	6	15	63	88
Miscellaneous	5	6	3	6	2	8	6	4	3	7	3	5	22	36
Total	88	126	130	113	118	145	102	128	114	121	112	131	664	764

**Table 4**  
**Summary of Cases Dealt with by The Ontario Labour Relations Board Fiscal Year 1966-67**

Type of Case	Number Received		Number Disposed of	
	Fiscal Year 1966-67	Fiscal Year 1965-66	Fiscal Year 1966-67	Fiscal Year 1965-66
Certification	945	992	948	1,008
Termination	39	69	40	71
Successor Status	21	29	20	33
Strike/Unlawful	30	50	30	50
Lockout/Unlawful	1	4	1	4
Consent to Prosecute	87	92	86	91
Section 65	144	115	134	113
Miscellaneous	55	49	61	67
Total	1,326	1,400	1,319	1,438

Note: Data for 1966-67 are preliminary.

### Industrial Training

The statistics given on this page are a synopsis of in-plant training activities of the Industrial Training Branch in the areas of short-term and long-term (apprenticeship) training for the periods specified in the tables.

The tables are self-explanatory; however, the following points deserve special mention:

There was a general increase in apprenticeship registrations in the first nine months of 1967 over the comparable period in 1966; registrations were 4,355 in the latter and 5,413 in the former.

The decline in the number of apprenticeship registrations in April and May, 1967, (see Table 6) is mainly due to a general

slowdown in the construction and building industry where a large proportion of apprenticeship is served.

Statistics relating to short-term in-plant training programmes (shown in Table 7) refer only to training activity under Programmes 4 and 5 of the Technical and Vocational Training Assistance Act, 1960, and the subsequent Agreements between the Ontario Department of Labour and the Canada Department of Manpower and Immigration. The TVTA Act was terminated as of March 31, 1967, when the new Adult Occupational Training Act came into effect. However, there is a one-year phasing-out period for the previous legislation which ends on March 31, 1968. The decline in the

number of trainees (shown in Table 7) is primarily due to the gradual diminution of the phasing-out trainees and some delay in commencement of training activities under the new AOT Act.

**Table 5**  
**Apprenticeship Statistics by Fiscal Year\***

Apprentices	1964-65	1965-66	1966-67	1st half 1967-68
<i>Active Apprentices at end of period</i>				
In regulated trades	9,813	10,613	12,407	13,123
In non-regulated trades	1,529	1,841	2,640	2,770
Total	11,342	12,454	15,047	15,893
<i>Registrations during the period</i>				
In regulated trades	4,243	4,174	5,598	2,541
In non-regulated trades	948	838	1,551	555
Total	5,191	5,012	7,149	3,096

\*Fiscal year starts April 1st, and ends March 31st

**Table 6**  
**Apprenticeship Registrations by Month, 1966 and 1967**

Month	Regulated Trades		Non-Regulated Trades		Total	
	1966	1967	1966	1967	1966	1967
January	405	645	118	139	521	784
February	316	482	84	195	400	677
March	387	467	104	189	491	656
April	405	329	126	128	531	457
May	343	399	187	75	530	474
June	308	455	91	122	400	577
July	333	427	72	71	405	498
August	360	465	82	110	398	575
September	548	466	131	49	679	615

**Table 7**  
**Trainees in Short-Term In-Plant Training, by Month, 1967**

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed Month	In Training at End of Month
January	2,171	681	322	564	1,966
February	1,966	888	225	370	1,959
March	1,959	1,699	768	1,340	1,550
April	1,550	472	185	352	1,445
May	1,445	333	155	283	1,340
June	1,340	300	111	251	1,278
July	1,278	168	137	191	1,118
August	1,118	210	114	287	927



## Union and Management Response to Problems of Technological Change

The Research Branch of the Department has prepared a study intended to identify how unions and management have, through the process of collective bargaining, responded to worker dislocation problems caused by technological and other change. It is entitled "Technological Change Provisions in Ontario Collective Agreements—Ten Manufacturing Industries" and covers 1,078 collective agreements and 218,000 employees. Most of the agreements were current as of March 31, 1967.

The study analyzes the agreements to ascertain which have, or have not, provisions designed to facilitate adjustments to technological change and gives a breakdown by industry groups, size of bargaining unit and union. The bulk of the 72-page report, however, deals with the types of provisions. It gives examples and shows the prevalence of provisions by employees covered, industry group and bargaining unit size.

The study covers both large and small bargaining units. Over one-quarter have less than 25 employees; and almost two-thirds less than a hundred employees. A total of 14 per cent cover bargaining units of 250 employees or more.

Technological and other industrial change is defined as an innovation that affects the production and distribution of goods and services. This innovation may take the form of new machinery, new processes, new products, changes in old products, new materials, new sources of power, reorganization, opening or closing of plants and mergers and consolidations.

The analysis reveals that 334 agreements, or 31 per cent, contain technological and other industrial change provisions. These relate to 149,100 employees, 68 per cent of the total. Table 1 shows the distribution of the agreements analyzed and those with change provisions among the ten selected industry groups.

The breakdown of change provisions by type is given in Table 2. There are sixteen provision types that reflect the broad areas of concern of employers, employees and unions in conditions of industrial change, and refer generally to communication, the manning of new machines and payment of workers, job security, cushioning the impact of job loss and sharing in the gains of productivity.

Almost 60 per cent of the agreements with change clauses have provisions that deal with manning of new machines and rates of pay. Advance notice of change is

provided in 20 per cent. Job security clauses which include preferential employment rights, broadened seniority and relocation allowances are less frequently noted but are found in some of the larger agreements, and cover more than one-third of the workers. Measures to protect the worker against reduced earnings, or which cushion the impact of job loss, appear in a number of agreements. A very few have clauses which deal with sharing in the gains of productivity.

The study shows that unions and management have bargained extensively on measures designed to counter the disrupt-

tive effects of technological and other industrial change. It must be noted, however, that the arrangements adopted mainly deal with local and limited dislocations. If industrial change results in large scale unemployment or relocation of operations, the bargaining parties usually do not have the resources to cope with the situation unaided.

Copies of "Technological Change Provisions in Ontario Collective Agreements—Ten Manufacturing Industries" are available on request from the Ontario Department of Labour, Information Branch, 74 Victoria Street, Toronto.

**Table 1**  
Number of Agreements Analyzed and with Change Provisions Shown with Employee Coverage by Industry Group

Industry Group	Total Analyzed		With Change Provision	
	Agreements	Employees	Agreements	Employees
Meat Products	40	6,464	6	3,495
Rubber	38	10,166	20	9,243
Paper and Allied	140	26,994	68	16,525
Printing & Publishing	151	8,742	59	4,449
Primary Metal	106	39,868	36	34,241
Metal Fabricating	293	30,396	88	12,064
Machinery	109	19,417	18	9,346
Transportation Equipment	77	63,044	20	54,950
Petroleum and Coal Products	13	2,177	3	1,351
Chemical	11	10,768	16	3,398
<b>Total</b>	<b>1,078</b>	<b>218,036</b>	<b>334</b>	<b>149,062</b>

**Table 2**  
Agreements with Change Provisions and Employees Covered by Specific Provision Class

Specific Provision Class	Agreements		Employees	
	No.	%*	No.	%*
Advance Notice	69	20.7	33,730	22.6
Consultation	56	16.8	28,105	18.8
Special Joint Committees	7	2.1	3,201	2.1
Changes in Classifications and Job Rate	200	59.9	70,020	47.0
Jurisdiction and Manning Requirements	27	8.1	8,267	5.5
Attrition	7	2.1	649	0.4
Reduction in Hours	4	1.2	228	0.2
Preferential Employment Rights	31	9.3	61,647	34.6
Broadened Seniority	52	15.6	62,292	41.8
Relocation Allowances	16	4.8	52,435	35.2
Training and Retraining	25	7.5	24,265	16.3
Other Job Security Measures	16	4.8	3,404	2.3
Protection Against Reduced Earnings	39	11.7	30,931	20.8
Severance Pay**	53	15.9	12,676	8.6
Other	2	0.6	3,571	2.4
Sharing in the Gains of Productivity	3	0.9	24,374	16.3

\*Percentage is of all agreements with change provisions (334) and employees covered by them (149,100).

\*\*Excludes severance pay under S.U.B. plans.

Note:

Many agreements contain provisions that can be classified under more than one provision heading.

## Negotiated Working Conditions in Ontario Hospitals

The Department's Research Branch has published a statistical analysis of most of the major provisions contained in 162 collective agreements which affect 19,000 hospital employees. Virtually all hospital agreements in the Province were examined.

The report, entitled "Collective Agreement Provisions in Ontario Hospitals," is divided into seven sections to allow easy reference to related working conditions. A section is devoted to each of the following: duration of agreement, hours of work and overtime, pay guarantees, paid time off, work clothing, health and welfare plans and union security. In addition, all data are classified both by union and type of bargaining unit.

Some of the study's major findings are presented in the following paragraphs.

**Duration of Agreement:** Sixty-six per cent of the agreements examined covering about 56 per cent of the employees are for a term of two to three years inclusive. The two year terms were most found in 48 per cent of the contracts but they cover only 33 per cent of all the workers affected. Slightly more than 12 per cent of the contracts continue in effect for three years and cover some 12 per cent of the workers. On the other hand, agreements of less than two years duration cover a relatively large number of the hospital employees that participate in collective bargaining.

**Hours of Work:** The forty-hour work-week is by far the most common one established under hospital agreements; it is found in almost 85 per cent of them and applies to only a slightly smaller proportion of the employees total.

In seven of the contracts, the work-week varies from 37½ to 38½ hours and in another 11 contracts it is 42 hours. However, these 18 agreements cover fewer than 500 hospital workers; that is, less than 3 per cent of the total under labour contracts. All of the contracts with a standard work-week of 42 hours apply to operating engineers, but agreements with work-weeks of less than 40 hours cover practically all categories of hospital employees, and nurses are relatively heavily represented among these.

**Overtime Pay:** Pay at time-and-one-half the employee's regular wage rate is the most prevalent compensation specified for work in excess of normal daily or weekly hours. This rate occurs in 87 per cent of the hospital agreements and applies to 93 per

cent of the 19,000 employees involved. Therefore, it is the most common overtime pay practice for each of the unions party to hospital agreements and in each of the nine types of bargaining unit found in these contracts. An additional 6 per cent of the contracts, affecting about 3 per cent of the employees, stipulates initial overtime pay of straight time followed by time-and-one-half after a certain number of overtime hours have been worked. Only one agreement studied does not provide for overtime pay.

**Shift Premiums:** A small proportion (15 per cent) of the agreements, covering about 14 per cent of the employees, contain provisions granting premium pay for shift work. Premiums for the second shift cluster between 5 and 9 cents an hour, and for the third between 10 and 14 cents an hour. A matter that has a bearing on this shift premium data, but which could not be set out in the study, is the fact that in operating engineers' contracts the premium is included in an overall monthly rate of pay.

**Paid Holidays:** Each of the 162 agreements provides for paid holidays. The minimum and most common practice is to pay for eight holidays. This occurs in 57 per cent of the contracts pertaining to about 46 per cent of the employees. Agreements granting nine holidays comprise 38 per cent of the total and cover 42 per cent of the workers. Only seven agreements give more than nine holidays with pay and one gives a different number to the different categories of employees in cover.

**Paid Vacations:** Graduated vacation plans, under which benefits increase with length of service, are found in 157 of the 162 hospital agreements and apply to practically all of the workers in the study. The most common pattern allows two weeks' vacation after one year and three weeks' after two years of service. Taken separately, two weeks after one year is available to 18,500 or practically all of the employees; and three weeks after ten years to approximately a third of the total. About another third receive three weeks' vacation for less than ten years of service. Five contracts with uniform plans, that cover less than 1 per cent of all the employees in the study, grant two weeks' vacation only after one or more years of service.

**Paid Bereavement Leave:** Eighty per cent of the agreements, covering about 86 per cent of the employees, grant pay for absences due to death in the family. A maxi-

mum of three days is the most common allowance found in 66 per cent of the contracts, followed by four days in 9 per cent.

**Health and Welfare Plans:** Hospital medical and surgical plans are established by more than 90 per cent of the agreements and apply to over 95 per cent of the employees they cover. In a majority of the plans the employer contributes one-half of the premium for employees and their dependents, and another quarter require the employees to contribute half of the premium for employees only. The remaining plans set out a variety of arrangements for determining an employer's contribution.

More than 55 per cent of the agreements involving about 63 per cent of the employees, contain provisions for group life insurance. The employer contributes half of the premium under four-fifths of the programs, but these cover only one-half of all the hospital employees who bargain.

Pension plans are found in about 53 per cent of the agreements and affect 48 per cent of the employees. All of these plans are financed jointly by the employer and the employee.

**Union Security and Check-Off:** Close to 2 per cent of the agreements, applying to 1 per cent of the employees, contain union security provisions other than "sole bargaining agent" clauses. Of these provisions, the modified union shop is the most common, appearing in about 10 per cent of the agreements. The second most prevalent provision is maintenance of membership which is found in 8 per cent of the contracts.

Check-off provisions are significantly more frequent than union security clauses, being included in over 90 per cent of the agreements and applying to nearly all of the employees in the study. The most prevalent form of check-off, found in 45 per cent of the agreements, makes dues deduction compulsory for some of the employees affected and voluntary for the others. In 21 per cent the deduction is entirely voluntary for the employees, but in another 27 per cent it is compulsory.

Copies of the study may be obtained from the Public Relations and Information Branch of the Department of Labour.

# The Economy

Eli Ginzberg  
 Hepburn Professor of Economics  
 Graduate School of Business  
 Columbia University

The following article, dealing with the future of the economy, is the text of a speech delivered by Dr. Eli Ginzberg to the 1967 North American Conference on Labour Statistics which was hosted by the Department earlier this year. While Dr. Ginzberg's back-up materials are drawn primarily from United States data, there are some interesting and uncomfortable similarities between the state he describes and Canada.

Eli Ginzberg was born in New York City in 1911. He received the degrees of A.B. (1931), A.M. (1932), and Ph.D. (1934), from Columbia University and also studied at the University of Heidelberg and Grenoble. He joined the staff of the Graduate School of Business, Columbia University, in 1935, where he is now Professor of Economics. He has been Director of the Conservation of Human Resources Project since 1950. From 1951 to 1961, he was Director of Staff Studies of the National Manpower Council.

He is a member of the Central Group on Domestic Affairs (which advises the President); Chairman, National Manpower Advisory Committee, and Consultant to the Departments of, Defense, State, Labour, Health and Welfare.

He has also served as consultant to various business and nonprofit organizations including duPont, General Electric, IBM, Western Electric, National Foundation, Rockefeller Brothers, McKinsey Foundation for Management Research, and Federation of Jewish Philanthropies of New York.



It would be impossible to be a student of manpower, concerned with public policy, without the basic facts and figures that are collected and constantly improved in depth and breadth. You are the frontrunners in this game and I have been the recipient of your largesse for a long time.

I am going to try to do three things today :

First, I shall prove that you cannot foretell the shape of the economy. I will do this by going back ten years instead of forward ten years and reviewing how the forecast would have looked. Then, I will try to suggest how we can approach the problem of thinking about the future. And finally, in order not to ignore my assignment completely, I will tell you a few things that I think *may* happen, but that is the least important part of my remarks.

Let's go back to 1957. I will ask the indulgence of the Canadians here, since I will be using mostly American examples. However, they probably know more about the U.S. than we know about Canada, and I could not use Canadian examples as easily.

With that warning, let me begin by asking :

In 1957, who would have calculated that we in the United States would spend \$5 billion a year trying to get to the moon, and that shortly, we probably will be spending more on exploring outer space ?

In 1957, who would have suspected that by 1967 our military budget would be over \$70 billion ? In 1957 it would have been difficult, even for a pessimist, to forecast this figure for 1967.

Who would have thought, in 1957, that after attempting for 70 years to pass a Federal Aid to Education Bill, that the Federal Government of the U.S. would finally pass an act which affects all levels of education, including elementary and secondary education ? Although the support figures are not yet very substantial, this breakthrough finally came.

I do not think anybody in 1957, not even Vannevar Bush in his wildest dreams, would have thought that we would invest \$23 billion in Research and Development (R & D). Nevertheless, today the Federal Government is underwriting about 70 per cent of all expenditures for R & D.

And then, consider Medicare. In 1957, when Eisenhower was in the White House, the AMA probably had decided that they did not have to worry about socialized medicine and went to sleep.

I do not think that, in 1957, anybody would have anticipated that ten years later in a single morning some four or five cities in the United States would be suffering from various forms of insurrection – looting, bomb-throwing, and roving mobs – necessitating the calling up of the National Guard. Nevertheless, that is what the racial revolution has meant. And I do not think that was foreseeable in 1957. In addition to insurrection in the streets, the revolution has resulted in the fact that Thurgood Marshall is now a nominee for the Supreme Court of the United States and the State Legislature of Georgia has seven Negro members. Just in passing, I will prognosticate that there will be more school desegregation in the South than in the North in the

decade to come, on the basis of the latest decision of the Circuit Court of Appeals in New Orleans.

I do not think anybody would have foreseen, in 1957, that clean air and clean water would have been high on the national agenda. A special committee of the Secretary of Health, Education and Welfare, reported within the last two days that we must expeditiously spend \$2 billion just to get going. That is our opening bid in a poker game : we put in a billion ; we put in two billion ; and that is how the pot warms up.

I do not think anybody foresaw with any clarity that by 1967 we would be worried about whether the cities on which our whole culture is based are viable. It was hard to see that in 1957, but now, this question is very much in the foreground. You can still walk in Toronto feeling reasonably safe at night. There are not very many cities in the United States where you can do that.

In 1957, the computer revolution was just a far-off dream. People knew that the computer was important but I do not think that the magnitude and the pace of that revolution were foreseeable.

Next, I do not think that anyone had a feeling that something like one-third of the Gross National Product and two-fifths of employment are created outside of the profit sector in the United States. That is, all the direct expenditures for government through the private sector – wherever they are making planes and tanks and so on – are counted in the not-for-profit sector.

Now, in 1957, some people understood one or another of these facts, and there may have been some people who had their hands on several of these trends but I defy you to point to any piece of literature that would have given one a clear sense of the shape of things to come.

I will quickly run through a few more points just to remind you how far wide of the mark we are.

In the late fifties we used to talk about the roaring sixties, but we lost that concept.

There was, incidentally, a statistical confusion : People thought that a large number of young people who were born after World War II would be effective heads of households by the early 1960's. They did not carry their cohort analysis through correctly.

People talked about the take-off of developing nations. Well, I see some retrogression, but not much take-off.

We were worried about inflation : that was Eisenhower's preoccupation in 1957 or 1958. There followed the longest period of stability in the price level that the United States has had.

We were worried about losing the technological race to the Japanese and Germans. We said that American industry had fallen away behind while others had modernized. A couple of years later, we had an Automation Commission that was tremendously worried about the rate of change on the technological front.

We were patting ourselves on the back because we had reached a point of substantial improvement in the



qualization of income. However, if you look at the data, you will see that nothing much has happened.

And we have become aware of poverty, a word that was substantially unknown in 1957.

I do not think that there is any way of walking away from the fact that the really important trends in the economy tend to be submerged. Their interrelationships, which give shape to the future, are very hard to ferret out. And more important, the economy, which is influenced so often by the external parameters and by international and domestic politics, is even more difficult to discern.

That is my first set of points. Now, I want to raise a set of conceptual considerations about how to think about the future of the economy.

You have to ask some questions about growth rates and composition of output. You have to raise some questions about employment and its multiple dimensions, including unemployment and underemployment, and you probably want to raise some questions about distribution of income. These are the major axes along which one must move in an attempt to forecast the shape of the economy.

Then you must be sensitive to the forces outside of the market place that have a lot to do with the market place. This refers to technology and politics, both domestic and international.

Let us first see what we can say about the growth of the economy. You, being younger than I, have been reared in a world of an expanding economy only. I see the American economy basically as having been in substantial expansion, without any real interruption, since 1940. The expansion is 27 years old and that gives one substantial reason for feeling comfortable about the economy. In the pre-World War II economy, there was no significant interruption. There is then, historical weight in favour of the new economics. The real argument is whether we will grow by 3 per cent, 4 per cent, or 4.5 per cent, but this is an argument at the margin.

I just want to share with you my feeling that we cannot be absolutely sure that the economy will not go into a recession of greater proportions than we have seen during the last 17 years. We have learned quite a lot about the management of economics, but we have not necessarily learned enough to prevent a certain conjecture.

That is the first point to keep in mind in thinking about the future. I still retain a certain scepticism about whether we are in as good a position as we seem to be, and if we really have all the management skills that we seem to have.

The second point is that, looking at the structure behind the growth, it seems clear that services have the growing edge. That is, as we get richer we demand more and more services, creating a very peculiar situation in the United States. Every time we demand – and get – more and more services, we convert them back into goods; that is, when we want our laundry done, and there are fewer and fewer domestic servants, we develop laundromats. Then, we want entertainment, and although the normal concept of entertainment

would be an expansion of services, Americans somehow or other buy a lot of fancy TV's, first black and white, and then colour. There seems to be a basic circularity, at least in the United States, whereby every time we take one step forward with respect to services, we take at least half a step backward and turn the services into goods that we can sell.

Now, I do not think that is so surprising. This is, after all, what we know how to do best in our economy – to manufacture and sell goods.

Next, we are devoted to gadgets. We like to have a lot of gadgets around. I can very well conceive of a time when, as we get richer and richer, we will begin to transmute a lot of our services back to gadgets and machines. Instead of a lot of salespersons in retail shops, we will have some kind of hookups – I do not even know the language of this technology – something like a TV and a telephone interconnection at home, on which the goods will be paraded and we will order by phone. We will be buying more and more goods. Because of our devotion to gadgets, which runs deep in the American economy, I am cautious about the composition of the output.

Now, on the employment side I will make just three quick observations:

First, how can you tell much about a labour force and an employment structure when 45 per cent of the people worked less than full time during the year? Of all the people who worked last year, 45 per cent worked less than full time. We do not have a nice clean-cut situation regarding employment and unemployment.

Second, it is quite clear that we in the United States are in the early stages of taking the Employment Act of 1946 seriously. We have passed the Nelson-Scheuer and Kennedy-Javits bills, which very tentatively are putting the Federal Government back into direct employment for the first time since the 1930's. We are beginning to make some kind of direct delivery on our commitment.

Third, I have not understood why the work week and the work year have given as little as they have. However, I suspect that this trend may go by cycles, and that one of these days the trade unions will push again to reduce the work week. We have had, of course, a reduction of the work year, longer vacations, et cetera. The work week, however, has not changed for a long time.

Now, I do understand one phase of this. I understand that it would be very hard for teachers to work fewer than five days a week or to have a three day weekend because parents would be upset if they had kids at home an additional day. I do not know the origin of the other resistances.

Finally, we are moving constantly and steadily to splinter the question of income and work. One can now receive an income without working and we will see more of that. However, we do not know how much more or how fast.

Let us now consider distribution of income. I expect to see considerable unionization in the white-collar

and service areas. If that happens, workers whose incomes have lagged will begin to earn considerably more. In certain hospitals in New York City, the opening wage for sweepers is \$2 per hour, and I expect that even this will accelerate.

In addition, we are at the beginning of the rationalization of service employment. The great advantage of the factory was that unskilled manpower could be put under discipline and taught to follow a routine for the flow of the work; in this way people would learn to be reasonably productive. It is very hard to accomplish that in a service setup. However, when you have to pay \$2 an hour for sweepers, you have to develop some kind of rationalization of those jobs. Specialized firms may develop and they may begin to get decent equipment and career systems, et cetera.

There will be some pressure on the redistribution of income coming through these wage adjustments. I expect that we will have a work income split, but even with all this, I do not expect much movement toward equalization over the next decade. It does not seem to be high on the agenda. We may want to do something about the people at the very end of the scale, but the quality of the democracy does not dictate that equalization of income looms high.

That is the easier part of the story. What about changes on the political front?

I do not see any slowing down of the racial revolution, but the opposite; I see an acceleration of it, involving inevitably a much larger public investment, just to keep the economy and the society in some tolerable balance. We will not be able to settle the Negro problem with money, but we will have plenty of trouble without it. The problem goes away beyond public investment, but without money it will not be manageable.

The next point is closely related, but independent. I do not think that cities will remain economically or socially viable unless there is very substantially enlarged investment in the city suburbs and in the linkages between the two. We are beginning now with a new Department of Transportation.

As I mentioned earlier, we have jumped off into the medical scene. In *Fortune*, for January of this year, there is a statement, based on a Lockheed forecast, that we will be spending about \$115 billion in the medical service area in 1975. I think it is quite possible that we will be spending very large sums. The only question I raise with you is what we will be getting for it. I would surmise that it will be very little.

On the assumption that we will not be nuclear-dissolved, we, in the United States, will probably be playing a major role as the world's policeman. That role comes dear in dollars and manpower. We may learn some things, but I find that countries learn slowly. The United States, for better or worse, is an imperial power and most imperial powers do not do too well. The recent inability of the President of the United States to cope with Egypt and to prevent a war, is an indication of the problems of imperial power.

We have to contemplate the possibility of a serious international financial crisis, that will start either with the pound or the dollar or both. I see no reason to rule

that out as one of the possibilities. The international financial situation does not look solid; and since De Gaulle is hostile, difficulties are more likely to occur. I think also that once a serious problem arises, it may not be possible to work out effective remedies in time.

There is an article by Orville Freeman, our Secretary of Agriculture, in *Foreign Affairs*, which shows that we are running a close race in the world between population and hunger. Having been in East Asia recently, I have no reason to believe that we will not lose the race in many parts of the world within the next decade.

American data indicate that 300,000 people were slaughtered in Indonesia in 1965; however, a high official told me when I was there that almost two million people were murdered and that the reason had very little to do with Communism, per se. It had a lot to do with malaise; that is, enough Indonesians were worried about whether they were going to starve to death and this destruction was a method of creating a new balance between population and food.

I suggest to you that already we have had our demonstration of what we may be getting into on a much larger scale. Let me indicate, however, that it is not only the developing countries overseas which are in trouble.

An epidemic went around the world in 1920 because of imbalances between population and food. It started in Asia, but a lot of Americans died in New York, and I am sure a lot of Canadians died in Toronto. We cannot guarantee that there will be no new and devastating world-wide epidemics. I have not understood why the World Health Organization has failed to call this to the world's attention.

Thinking about the future is not only a question of forecasting what is likely to happen, but also a question of what you — meaning a collective whole — would like to have happen.

I believe that American society will be in a dire plight, despite all of its economic strength, unless it makes a much more ambitious commitment than it has made to integrating the Negro into American society. So far, I see no really large-scale commitment.

The second point is that we will be in a serious plight unless we make much more of a commitment to making the metropolis a liveable environment.

And third, I believe that it will be intolerable to live in a world in which the rich get richer and the poor get poorer, as is happening, despite foreign aid programs about whose efficacy I have the most serious doubts.

I would like to see much more happening on these fronts. Undoubtedly, much less will happen than I would like. There will be many problems in the foreground that I have not even suggested. I will leave you on the happy note that if we survive another ten years and are permitted to struggle with the problems, we will be lucky.







# People and Events



Capsule news about people in events in and around the world of labour in Ontario.

## Report of The Royal Commission on The Workmen's Compensation Act

Labour Minister Dalton Bales has released the report of the Honourable Mr. Justice George A. McGillivray of the Ontario Court of Appeal who acted as a one-man Royal Commission on the examination of the Workmen's Compensation Act.

The 217-page report makes 41 recommendations concerning the operation and administration of the Act and the policies and programs of the Compensation Board and associated agencies.

The task of examining and considering the report and its recommendations will begin immediately.

Among the recommendations made were the following three:

—That the \$6,000 ceiling on wages that may be repaid because of employment-caused disability be raised to \$7,000.

—Compensation paid to the widow of a man killed on the job be raised from \$75 to \$125 a month. The widow also should receive a lump sum of \$500 plus \$400 funeral expenses, compared with present payments of \$300 as a lump sum and \$300 for funeral expenses.

—Workers should have the aid of an "appeals adviser" when they appeal claims.

## Ontario Union-Management Council

The Ontario Union-Management Council, which will advise the government on labour relations issues, has been formally established and Council members named. Chairman will be Dr. John Crispo, Director of the University of Toronto's Centre for Industrial Relations.

Members of the Council were named by the Minister of Labour, from a list of nominees submitted by major union and management organizations.

The Council originated from the government's belief that it is preferable in a free society for labour and management to solve their own problems rather than have government impose solutions on them. The government also felt that they should be encouraged to come together for the purpose of exploring and perhaps solving these problems outside the crisis atmosphere of collective bargaining.

The following Council members will represent trade unions:

**D.F. Hamilton**  
Secretary-Treasurer  
Ontario Federation of Labour  
33 Cecil Street, Toronto 2B

**Larry Sefton**  
Director, District No. 6  
United Steelworkers of America  
110 Adelaide Street East, Toronto 1

**Harry Simon**  
Regional Director of Organization  
Canadian Labour Congress  
120 Eglinton Avenue East, Toronto 12

**Stan Little**  
National Director  
Canadian Union of Public Employees  
176 Gloucester Street, Ottawa 4

**Wm. Ladyman**  
Vice-President  
International Brotherhood of Electrical Workers  
Suite 601, 88 University Avenue, Toronto 1

The following will represent management:  
**R.E. Alden**  
Director of Industrial Relations  
Steel Company of Canada Limited, Hamilton

**E.J. Gaunt**  
Manager, Employee Relations  
The British-American Oil Co. Limited  
800 Bay Street, Toronto 5

**R.P. Riggan**  
Vice-President, Corporate Relations  
Noranda Mines Limited  
44 King Street West, Toronto 1

**D. Kenneth Frid**  
President  
Frid Construction Company Limited  
605 James St. North, Hamilton

**G.S.F. Ferguson, Q.C.**  
Ferguson, Montgomery, Cassels & Mitchell  
85 Richmond Street West, Toronto 1

## Minister's Safety Conferences

The second of the two-part series of the 1967 Minister's Safety Conferences was held in London on November 15th and 16th.

The conference theme was "Safety in an Expanding Economy" with the conference jointly sponsored by the Hon. Dalton Bales, Minister, and the Labour Safety Council of Ontario.

The keynote address was given by Mr. Bales and stressed the human and economic advantages of a safety motivated workforce both on and off the job.

The first conference in the current series was held in Sudbury, September 25th and 26th, with over 200 safety experts from industry and labour.

In 1966, Minister's Safety Conferences were held in Port Arthur and Kingston.

## Department of Labour Regional Conferences

The Department of Labour is holding four regional conferences for its field staff early in 1968. Conference delegates will include supervision and field officers from the Industrial Training, Labour Standards, Industrial Safety, Construction Safety, Elevator and Boiler Inspection Branches and Operating Engineers.

The three-day meetings will be held in Ottawa, Toronto, London and Sudbury in January and February 1968. They will provide an opportunity for directors, inspection personnel and other staff from the northern, central, eastern and western regions of Ontario to discuss their programs and activities.

Following are the conference dates:

January 22, 23, 24; Ottawa (Eastern Region)

January 29, 30, 31; Toronto (Central Region)

February 5, 6, 7; London (Western Region)

February 12, 13, 14; Sudbury (Northern Region)

## Personnel Appointments

● Mr. J.H. Brown, Q.C., of Toronto, has been appointed Alternate Chairman of the Ontario Labour Relations Board. He has served since 1962 when he was appointed a deputy vice-chairman of the Board.

Mr. Brown's appointment as alternate chairman follows the appointment of Mr. G.W. Reed as Chairman earlier this year. Mr. Reed was formerly alternate chairman of the Board.

Mr. Brown took his Bachelor of Arts degree at the University of Toronto and his law degree at Osgoode Hall. He was called to the Ontario Bar in 1956. Subsequently, he undertook studies in business administration at the University of Pennsylvania.

In his career to date, Mr. Brown has served as a legal officer with The Canadian Construction Association and as legal assistant to the general counsel of the Canada Life Assurance Company.

He is at present a member of The Law Society of Upper Canada, The Industrial Relations Research Association and The Canadian Industrial Relations Research Institute.

● Mr. Howard D. Brown has been appointed a Vice-Chairman of the Ontario Labour Relations Board by the Lieutenant Governor in Council.

Mr. Brown received his Bachelor of Arts degree from McMaster University and attended Osgoode Hall Law School. He was awarded a Barrister-at-Law degree in 1960 and was called to the Ontario Bar that year.

Mr. Brown was engaged in the general practice of law in Brantford from 1960 to 1964. He then joined the St. Lawrence Seaway Authority as a legal advisor. During his period of service with the Authority, he was actively engaged in labour relations matters arising out of the new twinning project on the Welland Canal. He worked with both employers and trade unions involved in the construction work on the canal.

● Mrs. June Anceвич has been appointed a counsellor for the Women's Bureau Careers Centre. Mrs. Anceвич has an honours degree in psychology and she has been associated with both industry and social service agencies as a career counsellor both in England and in Canada.

● Mrs. Marion Duncan is the new Chief Librarian for the Department. Mrs. Duncan received an A.B. degree from Sarah Lawrence College, New York, in 1946, and has obtained a BLSc. degree from the University of Toronto and an A.M. degree in Canadian History from the University of Rochester.

From 1964 to 1966 she served as a Business Librarian for the Toronto Public Libraries and in the following year, she was Legislative Librarian at Queen's Park.

● Mr. Frank Whittingham was appointed Senior Economist to the Research Branch in June, 1967. He received an Honours B.A. in Economics and Politics from the University of Windsor in 1962, and an M.A. from Queen's University in 1965.

From 1963 to 1965, Mr. Whittingham worked for the Department of Extension and the Industrial Relations Centre at Queen's University, and he was also a part-time lecturer.

From 1965 until his present appointment, he was a statistician for the Dominion Bureau of Statistics.

● Mr. Andrew Ritchie has been appointed Office Manager of the Windsor district office. Mr. Ritchie received a diploma in metallurgy from the Alberta Technical College, and he studied staff administration at the Canadian Army Staff College.

Mr. Ritchie served with the Canadian Army 26 years, retiring with the rank of Colonel. He was formerly Director of Security with Armed Forces Headquarters in Ottawa.

● Mr. Norman Palmer has been appointed Office Manager of the London district office. He has recently retired as a Major from the Canadian Army after service in Germany with the Canadian Brigade Group; Western Command Headquarters, Edmonton; Service Corps School, Camp Borden; and with the United Nations forces.

He is a graduate of Glebe Collegiate Institute, Ottawa and has taken army officers courses with the Canadian and US armies.

## In Memoriam

John C. Campbell, 58, director of the Department's Labour Standards Branch died at his home in Toronto on August 17th.

Mr. Campbell was well known in Ontario management and labour circles before joining the Department in 1963 as a conciliation officer.

He served many times as a conciliation board chairman for the Department while employed in Toronto with Canadian Acme Screw and Gear Limited.

During his 23-year career with Acme, he served as time study supervisor, personnel manager, divisional sales manager and divisional works manager.

A year after joining the Department, Mr. Campbell was appointed first director of the newly formed Labour Standards Branch.

As director, Mr. Campbell organized the current Minimum Wage Act and administered other legislation pertaining to the Branch.

# Available Publications

Each year the Department publishes a number of pamphlets, folders, books and booklets as a service to the public. Unless otherwise noted, material is available from the Information Branch

74 Victoria Toronto. Material for which there is a charge is available from the Branch listed and such requests should be accompanied by a cheque or money order.

## Publication

### Manpower

- Apprenticeship Pamphlets
- Auto Body Repairer
- Baker
- Chef
- Dry Cleaner
- Electrical & Fuel Systems Repairer
- Electrician
- Motor Vehicle Mechanic
- Steps to Opportunity
  - Happiness is the right Career (Women's Bureau)
  - How to find the job you want (Women's Bureau)
  - Job Data Cards (100 descriptions re: jobs of interest to women) \$1.50
  - Law and the Woman in Ontario (Women's Bureau) .25
  - Manpower Training — Select Committee (Simonette) Report
  - Preparing for Opportunity (Industrial Training Branch)
  - Safeguarding your Wages — Vacation Pay and Working Conditions (Labour Standards Branch)
  - Vacation with-Pay Stamp Book (Labour Standards Branch) .35
  - Apprenticeship Trade Descriptions (booklet prepared for guidance counsellors)

### Labour Relations & Conciliation

- Across the Table (Labour Relations Board — Conciliation Services)
- Compulsory Arbitration in Disputes affecting Hospitals and their Employees — Royal Commission (Ben-nett) Report
- Injunctions — Report on a Study on the Labour Injunction in Ontario — available for reference only.
- Ontario Labour Relations Board Monthly Report
- Collective Agreement Provisions in Ontario Hospitals
- Technological Change Provisions in Ontario Collective Agreements — 10 manufacturing industries.

### General Information

- Annual Report — 1963-64 ; 64-65 ; 65-66
- Automation and Social Change (Report on the 1963 Conference)
- Department of Labour 1967-68 Estimates
- Occupational Trends in Ontario — 1931 to 1961
- Task — Bi-Monthly Magazine — News from the Ontario Department of Labour

### Safety

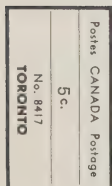
- Basic Power Plant Engineering (Textbook) — Board of Examiners of Operating Engineers \$3.50
- Construction and Inspection of Boiler and Pressure Vessels Code B-51 1960 (Canadian Standards Association) (Boiler Inspection Branch) .90
- Controlling Power for Safety (Boiler Inspection Branch)
- Elevators, Dumbwaiters and Escalators Safety Code B-44, 1966 (Canadian Standards Association) (Elevator Inspection Branch) \$4.50
- Engineering Data Sheets (Industrial Safety Branch)
- Engineering and Operators for Registered Steam and other Plants (table showing classes of Certification)
- Government Safety Authorities having jurisdiction in Ontario (The Labour Safety Council of Ontario)
- Guarding of Punch Presses at point of Operation Code Z 142, 1957 (Canadian Standards Association) \$1.50
- Industrial Safety — Royal Commission (McAndrew Report).
- Operating Engineers Handbook
- Proceedings of the first Series of Minister's Safety Conference (Labour Safety Council)
- Refrigeration & Air Compression (Textbook), Operating Engineers Branch \$2.00
- Safeguarding the Construction Worker (Construction Safety Branch)
- Safety and Efficiency (Operating Engineers Branch)
- Safety on Elevating Devices (Elevator Inspection Branch)
- Safety in Industry (Industrial Safety Branch)
- Safety in Ontario (Labour Safety Council)

### Human Rights

- Discrimination in Apartment Buildings (Article)
- Guide for Employers
- Human Relations (News Bulletin)
- Human Rights are in Your Hands
- Human Rights in Ontario
- Human Rights and Race Relations — a bibliography
- Human Rights Scroll
- Serving the Public (Accommodation Rights)
- Your Rights are Protected

### Miscellaneous

- Boxing & Wrestling Regulations (Office of the Athletics Commissioner)

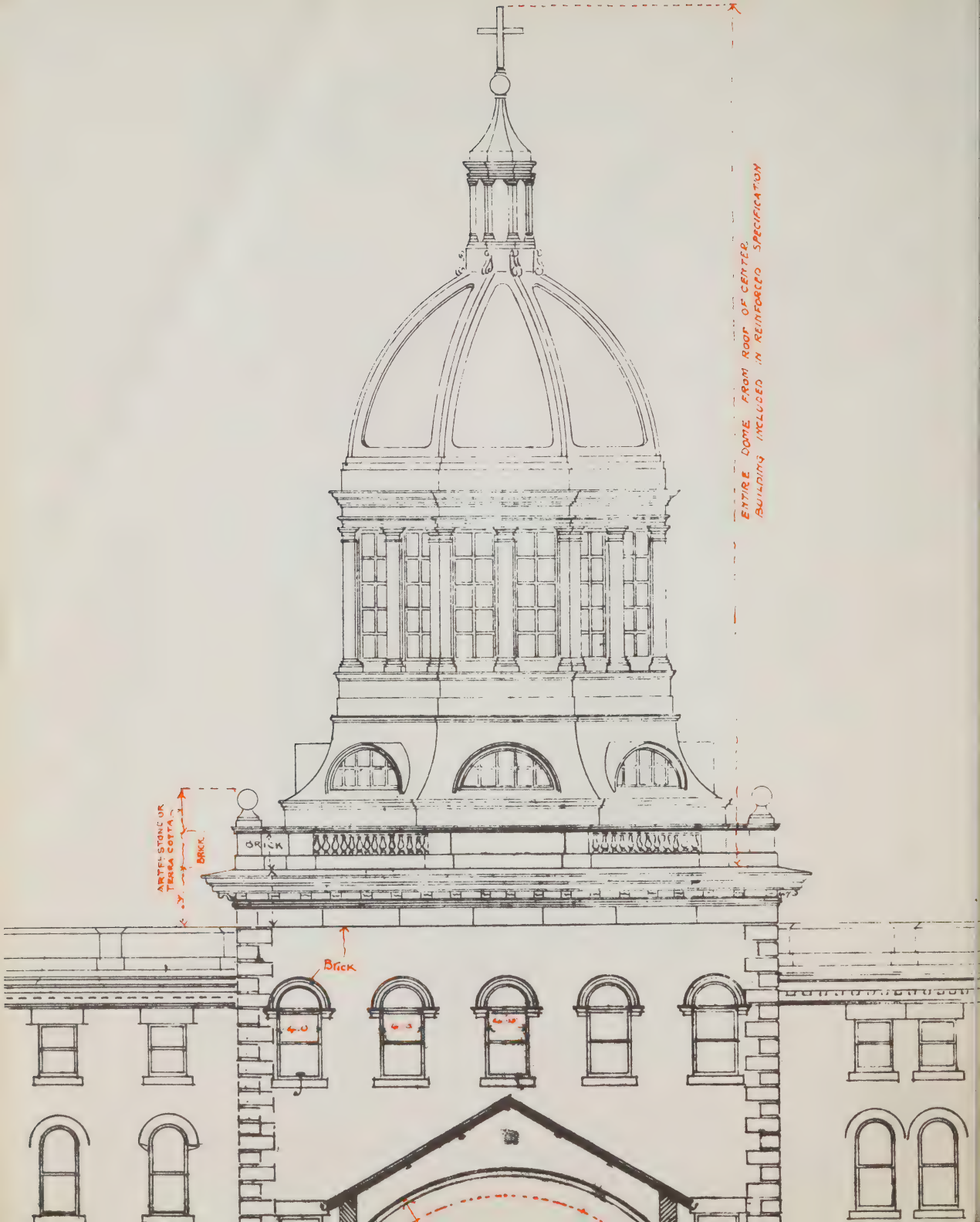






# Task





ARTS. STONE OR  
TERRA COTTA

BRICK

BRICK

ENTIRE DOME FROM ROOF OF CENTER  
BUILDING INCLUDED IN REINFORCED SPECIFICATION

BRICK

6-10

6-13

6-12



# Task

Hon. Dalton Bales, O.C.  
*Minister*

J.W. Preiner  
*Editor*

*Editorial Board :*

T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

C.G. Gibson  
*Director, Safety & Technical Services*

M.K. Dibble  
*Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.D. Burge  
*Chief, Public Relations and Information Services*

The Goldenberg Report  
— *A discussion* 4

In-Industry Training for Miners 16

Statistics and Review 9

Industrial Training  
— *Report of the General Advisory Committee* 18

People and Events 19

View from the House 20



Cover photos :  
Roy Nicholls

## Cover

In 1910, when the plans for St. Augustine's Seminary on the opposite page were first drawn, trades were, like the drawing, clearly and meticulously defined.

Since then, the construction industry has become a major and quite complex segment of the economy. *Task* in this issue presents a discussion between Professor John Crispo, William Ladyman, Peter Stevens and Wilfred List, about some of the industry's chief problems as defined in the Goldenberg report.



# G

## The Goldenberg Report—

## a discussion of major recommendations

The most comprehensive inquiry into labour—management relations in the construction industry ever undertaken in Canada was recently completed by a research team under the sponsorship of the Canadian Construction Association.

The inquiry was under the direction of H. Carl Goldenberg and Professor John Crispo, Director of the University of Toronto's Centre for Industrial Relations. The conclusions and recommendations in their report are now being studied by labour and management officials in the industry.

Although sponsored by the CCA, the study was an impartial inquiry into a wide range of problems in the industry as they affect labour relations.

The special characteristics of the construction industry, and their impact on labour—management relations, have led governments in various jurisdictions to single out the industry for special attention in terms of industrial relations. The CCA inquiry confirms the view that the industry requires individual treatment in order to solve some of its labour problems.

In recognizing the distinctive characteristics of the industry, the report recommended that other provinces follow the example of Ontario in establishing special legislative and administrative provisions for dealing with labour matters relating to the industry.

It also proposed that the industry seek uniformity in the legislation governing labour relations for construction in the different jurisdictions.

But the authors of the study also underlined their view that it will take more than legislation, or even voluntary agreement, between labour and management to get to the root of the problems besetting the two parties.

The report emphasized that the instability of the industry is the underlying factor of many of its problems, and it recommended that government should seek to ensure stability through a more even rate of growth in the demand for the products of the construction industry by co-ordinating and scheduling public construction expenditures on a continuing basis for an extended period.

Equally noteworthy were the statements by Mr. Goldenberg and Mr. Crispo that the parties will have to consider the impact of technological change on employees if they are to expect any co-operation in the introduction of new methods and new materials.

"Most contractors have generally felt little or no responsibility toward workers who might be adversely affected by change because they have never felt any obligation to provide them with regular employment or income. This does not help promote technological progress. On the contrary, it strengthens building trades unions in their determination to maintain existing work practices and to cling rigidly to their trade demarcation lines, however irrelevant these may have become.

"If change is to be accepted, the legitimate interests of both labour and management in a

proper balancing of the costs and benefits must be reconciled," the report stated.

The study dealt at length with the problems created by jurisdictional disputes and proposed that the parties establish appropriate machinery in Canada for settlement of such disputes instead of relying on the machinery in the United States. Unions have looked to the National Joint Board for Settlement of Jurisdictional Disputes, which operates out of Washington, DC.

The report also recommended that other provinces in Canada follow the example of Ontario in designating the Labour Relations Board as the ultimate authority for the determination of jurisdictional disputes if the parties fail to reach a voluntary settlement.

The Building Trades were also urged to give serious consideration to the formation of a Canadian counterpart of the AFL-CIO Building Trades Department in the United States.

The authors of the report regarded as perhaps their most important single proposal the recommendation that every effort be made to encourage multi-trade and multi-party bargaining; to this end they proposed that consideration should be given to a statutory provision for certification of councils of trade unions on the basis of the wishes of the majority of the workers involved, so that their wishes will prevail over those of individual groups of tradesmen, or the unions claiming jurisdiction over them.

Tied in with this was the proposal that a system for contractor accreditation, similar to certification of unions be considered, subject to a guarantee of freedom of entry to qualified applicants. The authors of the report sought to frame protection against anti-competitive practices by proposing the establishment of a public body that would administer entrance qualifications to employer associations that would be given bargaining rights under the accreditation system. The authors also recommended that unions remain open to qualified entrants.

Another important recommendation was the proposal to give labour relations boards the powers to issue cease and desist and compliance orders where there have been violations of the legislation, or failure to comply with orders, and to impose penalties for failure to comply with board orders.

The report also recommended that the industry consider the decree system, typified under the *Collective Agreement Act of Quebec*, as a means for administering construction wage standards, encouraging multi-trade and zonal bargaining, eliminating exploitation of labour and, by agreement of definition of trades, serving to prevent jurisdictional disputes.

The report of the inquiry into labour relations in the construction industry is discussed below by a panel of experts. Taking part in the tape recorded discussion were Professor Crispo, William Ladyman, Canadian Vice-president of the International Brotherhood of Electrical Workers, Peter Stevens, former industrial relations director of the Canadian Construction Association, and secretary to the steering committee of the inquiry, and Wilfred List, labour reporter for *The Globe and Mail*, who acted as moderator.



### List

Gentlemen, over the years there has been considerable attention devoted to labour relations in the construction industry. Is the industry distinctive enough to warrant special treatment in the labour relations field as compared to general industry?

### Ladyman

Definitely, this has been one of our biggest complaints in the building industry. We have been treated on the basis of a law which was established by the Federal Government and pretty well imitated by all provincial governments. The legislation is framed to look after the people who work in static industry. This is a mobile industry and is different entirely to the operations of the steel plant, the automobile plant, or retail businesses. We feel that existing legislation just doesn't meet our requirements.

### Stevens

There is little doubt that construction employers will agree that the industry is such that conditions just do not lend themselves to applying legislation designed for a static situation.

### Ladyman

As for its importance, I do know that it is a very large part of our economic structure, and has a tremendous effect on this country. I do not think people realize just how large the construction segment is. There has been no real work done in this country on this data until lately.

### Crispo

Construction accounts for between 15 and 20 per cent of our GNP but, in terms of the country's labour force, only about 8 or 9 per cent are to be found on on-site construction jobs.

### Stevens

The construction industry's share in the Gross National Product amounts to almost 20 per cent in Canada.

### Crispo

On the legislative side, the main problem which arises in the minds of legislators and senior government officials is the question of whether or not to adopt separate labour legislation for the construction industry. They tend to wonder, "what precedents will I set and what other industries will walk in on me if I deal separately with construction? For example, what about the fisherman's unions in British Columbia? Will they want separate labour legislation on the grounds that they have some special problems too?"

### Ladyman

I think that in the labour field generally, there is a recognition that the construction industry is a totally different industry to any other and has to be treated as such. We find ourselves, over the years, so frustrated in working under legislation which is not framed for our special conditions. This results in delays in certification which we really don't think are necessary. If the Labour Department doesn't choose to act, or the Labour Board doesn't choose to, the jobs are finished before certification and agreements are arrived at. No other industry has to put up with this. A job closes down, another job opens up that is not as large, and then people are laid off. It's nonsense that we should be considered in the same way as the ordinary industry.

### Crispo

I would be hard pressed to take any other position. I worked with Mr. Goldenberg as Research Director on his Royal Commission in 1961 or 1962, when he recommended that a special section be included in the Act. He and I are now party to a joint report in which we have said virtually the same thing. I think that, as a general principle, we should strive for a fairly universal approach to our labour relations problems and

make exceptions only where there is the strongest possible case for such exceptions. I would argue that construction is one of those cases.

If we agree that the construction industry is peculiar enough to require special attention; what are the major labour relations problems in this industry which you don't find in others?

### Ladyman

What we consider most important are the delays that occur in employer-employee relations. This is a great factor in the unhappy state of affairs in the construction industry's labour-management relations. The delays frustrate the organizations. They are much more frustrating to the man on the job. From our standpoint, frustration comes when you get negotiation delays. This is why I think we have such a high incidence of illegal stoppages in order to apply pressure; merely because the machinery is not working fast enough to suit the particular industry.

### Crispo

Well, I think I can subscribe to what has been said about delays, whether it applies to certification or conciliation, or arbitration and I would agree that in many cases it is delays that cause some of the illegal activities that take place. But to me the fundamental problem is fragmented trade – by – trade bargaining with the unions attempting to leap-frog one another, and the consequent possibility of the industry being shut down trade by trade as each one tries to outmanoeuvre the other. It must be terribly frustrating for both sides and particularly for those who get outmanoeuvred in the process. The unfortunate union that settles first must be aware that there is a strong possibility that the next group will get a little more and the next one still more.

To me this is the fundamental problem but, related to it is the jurisdictional dispute headache.

However, I think we are gradually developing machinery to cope with that. I don't think we have made any headway in approaching this problem of fragmentation in bargaining, which in turn spells out another critical problem in the industry, the lack of employer-cohesiveness. Except in a few trades, employers are poorly organized in comparison to their opposite numbers, and I think that if we could get over this obstacle we wouldn't have a continuation of fragmented bargaining.

### Stevens

The nature of the industry lends itself to a temptation on the part of organized employees to cause delays as Mr. Ladyman pointed out. At times, for other causes, jurisdictional disputes lead to the exercise of short term pressures and immediate power plays, which in other industries just don't normally occur in this manner. I'm not sure whether we have enough data, even after the inquiry, to analyse the causes of wildcat strikes in industry. I think the employee is tempted just to walk off the job at a provocation which may or may not be genuine. It may be an inter-union fight.

### Crispo

If you want to get the root cause of wildcats, you have to go back to fundamental principles. Industrial relations in North America is a power relationship in which no love is lost between the combatants. It is a case of brute economic strength one way or the other. In a general industrial undertaking you may agree on an arbitration procedure and it has some meaning because you're all going to be there when you finally get your decision. In construction you can't count on that, since the job may be gone. So that, if there is a fundamental reason for wildcats and other illegal activities, it comes back to delays, not so much in certification and conciliation, but in the settlement of grievance or disputes.





### **Ladyman**

Traditionally in construction, disputes have been settled between the disputants themselves, and this of course is not countenanced by current labour legislation. But this was effective and built a mutual respect, which is important in any industry. Then legislation came in and we had to observe it. A lot of this legislation is unnecessary for construction and has not prevented illegal walkouts. I think that the basis for them is the lack of security in the industry. These people change their jobs as the ordinary person changes shirts. Contractors only use these people when they need them and assume no responsibility for them whatsoever. The ordinary employee working for a company normally tends to expect to spend some years of his life in the particular organization—perhaps all his life. If he's in a utility, a telephone company, or a steel plant, his seniority and tenure are assured as long as he works under the prescribed rules. There is none of this in construction. It is a gypsy industry where there is no concern, in the main, for the individual employee. Now, this type of atmosphere begets little, if any, loyalty for the employer or the industry. Since the employee sees no great concern of management or government for him, he doesn't see why he should show very much concern when the shoe is on the other foot. He must get what he can. These periods of boom and bust, and the fact that only 25 per cent of construction employees work for one employer any length of time in the entire industry, have a tremendous amount to do with this. Construction workers move from job to job and from employer to employer. There isn't the loyalty that builds up in ordinary industry in this particular field. Consequently, the disregard for the amenities or the legalities really really doesn't mean too much to these people. They are not going to be with this employer next week or next month, but will work with another one just like him who doesn't know his employees, and

who doesn't have the same personal relationship with his people as they do in any other industry.

### **Crispo**

In general industry, how much does the employer know about his employee?

### **Ladyman**

Much, much more than he does in construction.

In a paper mill, for instance, they know every electrician, machinist and paper maker in the Department. Not in a construction job building that paper mill—they're just bodies. Now, there are some employers who do have concern for employees. And perhaps I have generalized too much. But I say that in the main, there is not the personal relationship. The employer never sees them or the superintendent.

### **Crispo**

What disturbs me about what you said is that, even if we were to provide some guarantee of employment and income security, it can't be guaranteed by the individual employer. It will have to be guaranteed by the industry.

### **Ladyman**

And by the policy of the government.

### **Crispo**

But I'm thinking of some sort of arrangement that might be worked out by the industry and labour in Toronto that would guarantee so many hours of work per year. This would still not give the worker any security of tenure with any one employer. He'd still be shifting about, and if what you say is true and we guarantee some form of income employment security, workers would still be awfully restive because they would have to be shifted about from employer to employer, which seems to be an indispensable characteristic of the industry. For example, even if the government

and all the interested parties helped to even out construction, the volume is still going to shift between different contractors—so the workers are bound to have to shift between firms. And, if what you say is correct, not even regularizing the growth rate of the industry is going to eliminate the problem, because these guys are going to be very restless when they're not guaranteed regular employment by a particular contractor. That is why I am a little disturbed by what you say. I'm not saying you're wrong.

### **Ladyman**

I don't find the same attitudes in other countries, where some stability has been arrived at. You find in England that an electrician works for a contractor all his life unless he is dismissed for cause, or chooses for his own reasons to move. There isn't the movement people have in construction or in the craft trades here.

### **Crispo**

Do they have bidding on contracts?

### **Ladyman**

Sure they do.

### **List**

Professor Crispo has suggested that the paramount problem in the industry is the fact that you have individual bargaining and leap-frogging of demands and that one union seeks to outdo the other. How do you feel about that?

### **Ladyman**

Well, I think that it is something that will be with us for a long time, because we do bargain jointly in some areas as was mentioned in the report. Now we have projects such as Peace River. We do meet prior to that project with the employer concerned. This is the traditional way of business. It is questioned sometimes that you can sign a contract before the job is really started, but the job is 200–600 miles in the bush. In effect, we do bargaining jointly there, because all of the trades are going to

be there on that job, and as a rule, we sit down and discuss with a consortium of employers about how this job will be operated and what agreements will apply. Now, that is a form of joint negotiation, but the more important factor in this type of negotiation is that each agreement for each trade is recognized, and the changes that take place at a central point will be recognized. In the interim there are to be no strikes over these matters. Now, what you are talking about is a totally different thing. It's sitting down at the local level and dealing with all the trades and with all the employers at the same time. Never yet have I seen any group of employers who are willing to do this, except with one intention, which is to standardize and reduce, if they possibly can, differentials that they think are not right. Those differentials have to be maintained. Now, we find, as we get into a joint negotiation, that something we've enjoyed for 10 or 15 years, and probably had to go out on strikes a number of times to obtain, is not enjoyed by certain other trades. In a joint negotiation we have to give up some of that in order to give it to people who have never been able to use their own economic strength to get that particular provision. This is a very difficult thing.

### **List**

I would like to raise a point with respect to this recommendation, which is essential to the report. It is recommended that every effort be made by the parties in the construction industry to encourage multi-trade and multi-party bargaining and that, to this end, consideration should be given to statutory provision for certification of a council of trade unions on the basis of the wishes of the majority of the workers involved, so that their wishes will prevail over those of individual groups of tradesmen. It seems to me that this really strikes at the root of the democratic process in representation. It



would permit one large union, perhaps of unskilled workers such as the labourers, to compel all the other unions to bargain in consortium. Don't you think that this is going beyond the principles of representation laid down in the *Labour Relations Act*?

#### **Crispo**

In industry at large, other than construction, we have, in effect, allowed the mass of the unskilled to outvote the skilled workers and to have their kind of union certified where there has been a dispute between an industrial and the craft union. We're just suggesting that there should be some machinery in the Act to force multi-trade bargaining. This would not, in any way, affect the certification of the individual other unions. It will only affect their right to bargain individually. You are not likely to see a situation where a group of unskilled people in construction are going to have the majority vote.

#### **Ladyman**

We're talking about negotiations and multi-trade bargaining and there is no other union in any other class of industry that would in this country be saddled with this kind of thing. It's dictatorial legislation that you are asking for. You are saying to the group who have been certified, and given certain rights under existing legislation, that they shall not enjoy them in the future.

#### **List**

What is your view as to the position unions might take towards a voluntary arrangement for joint bargaining?

#### **Ladyman**

That is an entirely different thing and something that should be worked toward and I think perhaps there is some possibility of success, but the only way it's going to be done is by something that is suggested in the report—that stronger employer organizations

must be built in this country. There is a bigger fragmentation among the employers than there is among the unions.

#### **Stevens**

I think two factors are, to a degree, overlooked here. First of all, there is a part of the Canadian construction industry labour force which is not organized on craft lines. The CNTU units outside Montreal, particularly throughout Quebec, don't run into this problem by virtue of their structure and the fact that the Province of Quebec in the past has negotiated on a multi-trade basis with two exceptions, the maintenance and mechanical trades. But in Montreal, traditionally since 1935, the industry has negotiated on a multi-trade basis and the special needs of special crafts have been recognized and have not been nearly as major a source of problems. Voluntarily, in the last 7 or 8 years in Ontario, several areas have introduced multi-trade bargaining.

#### **Crispo**

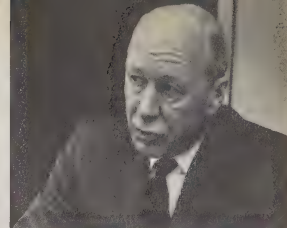
Did they run into problems?

#### **Stevens**

London, first time around worked well; the second time they ran into problems—one or two trades broke away. Windsor, in introducing it, had problems at the start, which eventually they resolved themselves and I think they're all back under the one roof. I think the root of the problem is the fact that many local business agents have to stand for election.

#### **Crispo**

Well, I don't want to beat the thing to death, but I just don't see any sense coming out of this industry's industrial relations until we have multi-trade bargaining. I couldn't care less how we get there. If the parties will do it voluntarily, more power to them. If they refuse to do it voluntarily, I for one would have no hesitations in recommending that the government force them to move in that direction. Now, let's come back to



stage one—whether they'll move in that direction voluntarily. I have the greatest doubts that they will, given the lack of effective organization among employer associations. I would agree that if they were effectively organized we would see a move in the direction of multi-trade bargaining and the government wouldn't have to force it upon the parties. But I don't see effective organization on the employer side until legislation is enacted giving them the equivalent of union certification. This is why we recommend employer association accreditation even though I am dubious about governments adopting the idea. But, I think they're dead-wrong in not moving in this direction. Unless they do, they're going to have to do something more drastic by way of compelling multi-trade bargaining. They can move in that direction by strengthening employers associations. If they refuse to do so, then they're going to have to do something more drastic in the way of compelling the parties to move toward multi-trade bargaining. So I see the need for legislation to get at this end either, directly through the kind of legislation that Mr. Ladyman takes such strong exception to, or indirectly, through the strengthening of employer's associations.

#### **List**

Well, Professor Crispo, the recommendation in this report is that the government, in effect, certifies an association of employers to represent all employers within that section of the industry.

#### **Crispo**

And trade, by trade. For example, in the case of the electrical workers it would be electrical contractors working in downtown construction who are already organized by unions who will be bound by such a certification.

#### **List**

What about those in housing?

#### **Crispo**

No, it's a separate section of the industry. The same thing could apply there. If the employers were organized and if the majority of them chose to seek certification, they could do so.

To be clear, the certification scheme would apply to unionized contractors who are in a particular trade and section of the industry.

#### **List**

Well, of course, if you're applying only to unionized contractors, really you don't need it. Most of the contractors within the unionized segment of industry bargain jointly anyway.

#### **Crispo**

No, but they fall apart in a crisis. Talk to the Toronto Construction Association or any other contractors' association that has gone through a tough round of negotiations involving a strike.

#### **List**

Not very often.

#### **Crispo**

We have a difference of opinion on that. I think they tend to become shells when a crisis occurs.

#### **List**

In the Toronto area we haven't had very many employers break away from the association in critical bargaining. We have had a few, especially in the mechanical trades.

#### **Crispo**

Now, I'll tell you what happens, a few start breaking away and then the others start putting pressure on the association to settle, and then it falls apart. It becomes obvious, after a certain period of time, that they're losing them one by one. And if they go on much longer, they're going to lose them all.

#### **List**

If one accepts the validity of this proposition, should it not be ex-



John H. G. Crispo, a graduate of the University of Toronto and the Massachusetts Institute of Technology, has taught at Huron College, University of Western Ontario and in the School of Business of the University of Toronto. He is now Director of the Centre for Industrial Relations at the University of Toronto and was Director of Research for the Canadian Inquiry on Construction Labour Relations.

Mr. Peter Stevens is General Manager of the National Concrete Producers Association and has gained extensive experience in the personnel and labour relations fields. He was secretary to the steering committee of the Goldenberg inquiry and is a former industrial relations director of the Canadian Construction Association.

Mr. William Ladyman is Canadian Vice-President of the International Brotherhood of Electrical Workers and the prime officer of that organization in Canada.

Mr. Wilfred List is the labour reporter for the *Globe and Mail* in Toronto. He has gained wide experience in many aspects of the Labour Relations spectrum at both the provincial and the national levels.

# Statistics + Review

## 10



**Table 1**  
Volume of Conciliation Activity, Ontario Department of Labour  
January to March, 1967 and 1968

Officer Stage	Disputes		Employers		Employees	
	1968	1967	1968	1967	1968	1967
<i>In Process</i>						
January 1	178	151	253	192	28,110	20,721
Referred during period	400	277	490	371	54,529	30,273
<b>Total</b>	<b>578</b>	<b>428</b>	<b>743</b>	<b>563</b>	<b>82,639</b>	<b>50,994</b>
<i>Disposition</i>						
Settled	148	147	181	216	15,347	14,916
Referred to Boards	14	25	33	27	10,900	8,901
No Boards	131	84	175	105	18,227	11,846
Lapsed	2	2	2	2	1,783	37
Mediator	0	1	0	1	—	1
<b>Total</b>	<b>295</b>	<b>259</b>	<b>391</b>	<b>351</b>	<b>46,257</b>	<b>35,701</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1	15	33	29	49	2,976	14,466
Referred during period	14	25	33	27	10,900	8,901
<b>Total</b>	<b>29</b>	<b>58</b>	<b>62</b>	<b>76</b>	<b>13,876</b>	<b>23,367</b>
<i>Disposition</i>						
Settled prior to hearings	0	1	0	1	—	90
Settled during hearings	2	14	4	23	40	931
Board report	11	22	20	29	8,336	14,665
Lapsed	0	0	0	0	—	—
<b>Total</b>	<b>13</b>	<b>37</b>	<b>24</b>	<b>53</b>	<b>8,376</b>	<b>15,686</b>

**Table 2**  
Number of Cases Dealt with by the Ontario Labour Relations Board, Fiscal Year 1967-1968

Type of Case	Number Received		Number Disposed of	
	Fiscal Year 1967-68	1966-67	Fiscal Year 1967-68	1966-67
Certification	942	945	920	948
Termination	90	39	91	40
Successor Status	27	21	22	20
Strike	37	30	34	30
Lockout	13	1	13	1
Consent to Prosecute	104	87	95	85
Section 65	188	144	175	134
Miscellaneous	75	59	71	61
<b>Total</b>	<b>1,476</b>	<b>1,326</b>	<b>1,421</b>	<b>1,319</b>

Note: 1967-68 figures are preliminary.



**Table 7<sup>1</sup>**  
**Percentage Change in Ontario's Labour Force per Decade by Occupation Divisions and Groups,**  
**1931 to 1961 Censuses**

Occupations (as of 1951)	1931-1941	1941-1951	1951-1961	1931-1961
<b>All Occupations</b>	<b>8.1</b>	<b>29.6</b>	<b>27.1</b>	<b>78.2</b>
<b>White Collar</b>	<b>13.3</b>	<b>58.8</b>	<b>46.5</b>	<b>163.8</b>
Proprietary and Managerial	3.2	77.6	28.4	135.4
Professional and Technical	17.8	42.0	69.7	184.0
Clerical	26.7	74.7	43.5	217.5
Commercial and Financial	2.5	36.8	47.9	107.2
<b>Manual</b>	<b>9.7</b>	<b>36.6</b>	<b>9.8</b>	<b>64.5</b>
Manufacturing and Mechanical	48.1	31.9	9.7	114.3
Construction	1.9	49.1	15.2	75.0
Labourers	-34.9	31.4	-4.4	-18.2
Transportation and Communication	1.6	48.5	18.8	79.3
<b>Services</b>	<b>21.1</b>	<b>20.4</b>	<b>65.0</b>	<b>140.5</b>
Personal	21.3	-2.1	73.2	105.5
Protective and Other	19.7	181.2	44.6	386.8
<b>Primary</b>	<b>-6.0</b>	<b>-22.4</b>	<b>-12.1</b>	<b>-35.8</b>
Agricultural	-11.5	-24.5	-15.0	-43.2
Fishing, Hunting, Trapping	1.4	-50.0	4.8	-46.8
Logging	63.2	15.0	-27.3	36.4
Mining and Quarrying	63.4	-13.5	26.2	78.5
<b>Not Stated</b>	<b>411.7</b>	<b>363.0</b>	<b>191.2</b>	<b>6,799.3</b>

**Table 8<sup>1</sup>**  
**Percentage Change in Labour Force by Occupation Divisions and Groups for Ontario and Canada**

Occupations (as of 1951)	<u>Ontario</u> 1931-1961	Canada	<u>Ontario</u> 1951-1961	Canada
<b>All Occupations</b>	<b>78.2</b>	<b>61.7</b>	<b>27.1</b>	<b>21.6</b>
<b>White Collar</b>	<b>163.8</b>	<b>155.4</b>	<b>46.5</b>	<b>44.7</b>
Proprietary and Managerial	135.4	128.0	28.4	27.5
Professional and Technical	184.0	166.4	69.7	64.5
Clerical	217.5	214.2	43.5	45.4
Commercial and Financial	107.2	105.5	47.9	41.2
<b>Manual</b>	<b>64.5</b>	<b>67.2</b>	<b>9.8</b>	<b>12.7</b>
Manufacturing and Mechanical	114.3	129.2	9.7	14.2
Construction	75.0	83.0	15.2	15.3
Labourers	-18.2	-22.2	-4.4	-2.1
Transportation and Communication	79.3	102.1	18.8	20.2
<b>Service</b>	<b>140.5</b>	<b>88.0</b>	<b>65.0</b>	<b>53.2</b>
Personal	105.5	81.6	73.2	54.0
Protective and Other	386.8	140.1	44.6	49.6
<b>Primary</b>	<b>-35.8</b>	<b>-34.9</b>	<b>-12.1</b>	<b>-20.9</b>
Agricultural	-43.2	-42.5	-15.0	-21.9
Fishing, Hunting, Trapping	-46.8	-22.5	4.8	-30.2
Logging	36.4	89.2	-27.3	-21.4
Mining and Quarrying	78.5	12.7	26.2	-1.0
<b>Not Stated</b>	<b>6,799.3</b>	<b>10,055.7</b>	<b>191.2</b>	<b>159.7</b>

<sup>1</sup> Reprinted from 'Occupational Trends in Ontario 1931-1961' which was prepared by the Research Branch, Ontario Department of Labour.



tended to all employers whether they want it or not?

#### **Crispo**

No, I think this is where the government would be right to say, look, we're not going to force non-union people into an association for the purpose of dealing with a union. The sole purpose of this proposal is to provide more effective contractors organizations for dealing with labour relations. And I think the government would rightly balk at forcing firms that are not now dealing with unions into any association whose primary aim was to deal with a union.

#### **List**

Well, Mr. Ladyman, what do you think about the proposition of certification of employers?

#### **Ladyman**

I don't think it is necessary. I think a strong organization is what's required and I don't think they need legislation to do that.

There has been more getting together with construction associations in the past five years than there has been in the last 50 years, I would say. It's beginning to change. There is some recognition of the fact that the industry does have to take a look at itself. This report is evidence of that. You gave me this impression, John, all the way through, that nothing is right in the construction industry and everything can be settled by legislation. Legislation has never settled it. It will continue to be a peculiar industry because of its nature, and legislation is not the answer to it. I think that a willingness on the part of both parties to recognize that what's good for the industry is good for both of them, is a basic principle that has to be recognized. At the present, it's not only dog eat dog between the union and the employer; it's dog eat dog between employer and employer. There is competition in every other industry whether you're

selling cars or selling appliances, but there is no competition as rabid as there is between contractors. They manufacture many of their own difficulties which in turn create difficulties for us.

#### **Crispo**

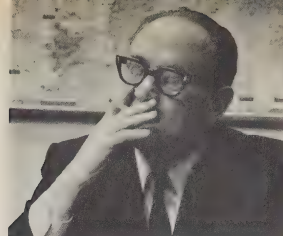
This is one reason we have so much trouble holding employer associations together. And this is why I think something more has to be done.

#### **List**

How serious are jurisdictional disputes in the industry?

#### **Ladyman**

Not as serious as the newspapers make them out to be. The incidence of jurisdictional disputes is not as high, and don't create as much trouble, as people say they do. We've had them, of course, we've always had them. I think its become a little more evident this past few years because there are changes in the whole structure taking place. The introduction of new materials, new methods and new systems involve the different groups, and the different trades. But, its the individual worker on the job who creates most of the jurisdictional disputes, because he simply sees work disappearing. He then tends to fight for every little bit of work that he thinks is rightfully his. This applies to all trades. I find that it is not too hard to sympathize with them; but discipline has to be applied because they are breaking the law and breaking the union constitution when they stage these illegal walk-outs. The jurisdictional procedures supposedly preclude this type of action, but unions just don't live up to them. We, as unions, subscribe to the principles, but to enforce them is a little difficult. We can very often enforce discipline, but it really doesn't settle the issue that we're dealing with. Jurisdictional disputes can be avoided, in the main, if the employer would make proper assignments of the work and, if the procedures were lived up to, there would be no prob-



lem or jurisdictional disputes. Now, this is not the fault of the man on the job who sees someone doing what he thinks is his work. There may be an agreement covering it and, if there is, it may be resolved properly. But in the meantime you do have an illegal work stoppage. How do you combat this?

#### **List**

How serious do you think the jurisdictional dispute issue is?

#### **Stevens**

I think the construction employer in Canada feels that it's a serious issue because here is a dispute which is meaningful to his employees and to the unions, but in which, very largely, he is the innocent bystander. He is losing money on the basis of a fight between crafts for work to which he isn't a party and then, of course, that involves the sub-contractors. Industrial construction today is very largely a subcontracting industry. One trade is fighting another trade and it involves subcontractors, but he, as a contractor, has to take the loss arising out of the delays caused by an illegal strike when he is a very much removed third party to the whole situation. The question of allocating work can be important and some of these allocations which are arrived at in Washington just don't make any sense.

#### **Crispo**

We don't have an accurate measure of the amount of time lost due to strikes caused by jurisdictional disputes because neither the Federal people nor the Provincial people collect detailed enough data on that subject. So we have no measure of lost time. But, it's not just the actual loss of time, but what may go on because of the threat of a strike over a jurisdictional dispute. I think some practices are preserved simply because they have always been done that way when, on many grounds, they should go by the board. One of the

major problems is that employers don't know the rules of the game in this area and this is reflected in the fact that they don't have enough competent guidance in industrial relations. I think there are probably no more than 50 full-time people in the whole country on the management side. This is one area where lack of expertise and specialization shows up. But, even if they had that, you're still going to have your fight over new work as technology changes, particularly in times of work decline. Then the scramble really starts, because if you don't win that particular piece of work, you are out the door, and you're just never going to get away from this.

#### **Stevens**

Now, there's just one thing I would like to add, and that is that it has been a policy of the Canadian Construction Association that disputes arising in Canada should be settled by a Canadian body.

#### **Ladyman**

I don't think there is any great objection to settling jurisdictional disputes in this country.

#### **List**

I certainly have heard some opposition.

#### **Ladyman**

Opposition yes. I'm quite sure you have. I see no reason why it couldn't be done in this country and I am advocating that it be done here. We will use exactly the same procedure as are used down south of the border because they have proven practical. And all decisions are based either on something of record, if it's a decision that has been made previously in a similar situation, or is based on area practice.

I think that it can be done in Canada, I think that we're perhaps further ahead now than we've ever been toward accomplishing this. But I'm afraid of having 10 boards in Canada since the contractor moves from one end of the country to the other. He takes some of his



work force with him but, wherever he goes, he works with the same men who have worked under the same rules for many years and, if he has 10 different decisions in 10 different provinces, then he has problems. I would prefer to see a national board. Now, I'm given to understand that the Provincial Governments are not concerned with whether it be provincial or national, so long as something is done. I predict that it will be done on a national basis.

#### Stevens

It is almost inevitable that if we don't show more responsibility in this particular field that legislation will be passed giving somebody, somewhere in the provincial setup, the power to enforce and perhaps apply discipline and, if we get this kind of thing, I think we will have earned it by irresponsibility. Now, the sad thing is that the unions that are to blame for this are a very small group. They are denying their own constitutions and their own procedures. The guilt should be put where it lies and any penalties should be given to those responsible. I'm afraid that this will not be done. Legislators tend to look at the actions of a few union members as the actions of the union, both local and international, which have plentiful funds. Now if nothing happens, you will continue to have more chaos in this industry because there will be fights that unions will feel have to be fought. But I do think that the threat of enforcement from an outside party may be necessary.

#### List

One of the recommendations in the report is that the building trades unions give serious consideration to the formation of the Canadian counterpart of the AF of L-CIO Building Trades Department in the United States.

#### Ladyman

There is some merit in the suggestion that there be a Building Trades

Department here. But the possibility is still very remote, for the simple reason that the Building Trades Department in the United States is composed mainly of the presidents of existing international organizations and they are the prime officers of their organizations who can make decisions for their entire organization across the entire continent. We don't have their counterparts in this country. There are some organizations that merely have organizers or representatives working for them in this particular country. Some like my own, have an officer who is responsible for the entire country. If you establish a Building Trades Department, it must have some authority. Now, this is one of the problems. We are trying now to establish something that would be a counterpart to the Building Trades Department which will consist of a committee comprised of one from each organization who will be the spokesman for that organization. Once this is established, it will in effect be a counterpart of the Building Trades Department and will deal with Building Trades problems in this country in liaison with the Canadian Labour Congress, which I think is necessary. The employer will then know he's dealing with a responsible body in this country. But the establishment of a Building Trades Department is, I think, very remote at this time.

#### List

Considering the fact that the unions are international unions and any step towards merger would have to be taken in the United States, isn't it rather pointless for the report to suggest serious consideration be given to mergers of unions?

#### Crispo

What you are really saying is that it is wishful thinking, and I'd subscribe to that. I don't think this lessens the need for us to point out the need and that's all we've done. On the subject of what's going to happen in the United States, I



wouldn't predict anything will in the building trades.

#### Ladyman

I don't see any suggestion to top level mergers in the building trades. Perhaps it will happen in the years to come. But as of now, no.

#### Stevens

There can be outside pressures arising which will affect both labour and management which may bring about mergers, perhaps more quickly than some people anticipate as politically feasible. There may be economic pressures arising out of new systems of building prefabrication, where a construction union loses its work on-site to an industrial type union. These are the pressures which will bring about the mergers to which Mr. Ladyman referred.

#### Crispo

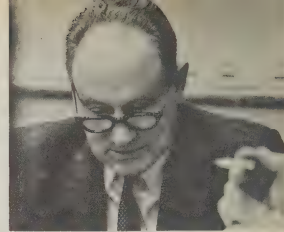
I just want to say that employers aren't all that disinterested in this area. The union structure, in large measure, is a part of their own handy work. If they hadn't subdivided the craftsmen themselves and organized work that way, we might not have had this muddle. There is also the matter of the public interest in construction disputes.

#### Ladyman

I think you are putting too much emphasis on the public interest as far as the construction industry is concerned. Our main concern there is not public interest, I would say it's the customer's interest. The owner is the man who finds himself buying the construction product. But he is not the general public in the main sense when these things occur. You don't get jurisdictional disputes in residential building on apartment building. You get it in heavy industrial operations.

#### Crispo

I'm not denying that.



#### Ladyman

Oh, yes, you do!

Your customer is an oil company, a chemical company, or someone like that. Now then, I can understand his interests because he wants to get on the production line. He wants to get paid by rolling things out of that plant. That to me is not the public interest in the sense that you use it. You try to suggest, it seems to me, that the public, the ordinary guy in the street, is very hurt by what happens in the construction industry. I don't think he is. I don't think it has hurt them very much to date and I don't hear very much public outcry.

#### Crispo

About construction costs?

#### Ladyman

No, not from the ordinary Joe on the street.

#### Crispo

Well, the ordinary Joe on the street is worried about the cost of living and if he took a look at what's happening to construction costs, he would be very disturbed.

#### Ladyman

I don't think he would. I don't think that the costs in construction have as much effect on the economy of this country as have many, many other things over which we have no control.

#### Crispo

And yet it accounts for 20 per cent of the GNP.

#### Ladyman

Yes, but not necessarily for 20 per cent of the problems.

#### Crispo

Well, you and I would disagree on that because, in terms of industrial relations, I would argue that it accounts for more than its share of our current problems.

#### List

The report recommends that Labour Relations Boards in each province be given authority to





issue cease and desist and compliance orders where there are any violations of the *Labour Relations Act*. Do you think it's an appropriate and an effective step towards minimizing violations of the Act?

#### Ladyman

I suppose it would have that effect, but my reaction to that is that we find too much legislation when it pertains to the labour field. The legislation is laid out, the restrictions are laid out, the enforcement is laid out, but the policing is left to the parties concerned rather than to the department. If this were not policed, then what effect has it? If it is not policed properly it has no respect from any of the parties. We find this in provincial legislation so often. It reads magnificently, but policing just isn't there.

#### List

You seem to have some reservations about giving the Boards powers to issue cease and desist orders unless there is some way to police them. And the only way you can police them is if the Board itself has the authority and the manpower.

#### Ladyman

And the staff.

#### Stevens

The Canadian Construction Association has a standing policy saying that in Canadian labour legislation, governments should enforce their existing legislation and whether they hit employers, or unions, it doesn't matter. I think there have been many cases in the past, which I am sure Mr. Ladyman knows well, where unions have encountered, on the part of employers, unfair labour practices and have failed to take the means available to them to proceed under the legislation. I think this is one of the fields where, from the management point of view, one

can say, "look you're not doing your own job properly."

I think the established policy of construction employers is that the government should see that its legislation is enforced just as much as the *Criminal Code* or the *Fair Wage Legislation*, for example. In recent years many provincial Departments of Labour have strengthened their enforcement of minimum standards legislation. The Goldenberg Royal Commission was involved in this situation in the housing construction area to a very considerable extent - keeping records of wages, hours of work and enforcing this. The established policy of the Canadian Construction employers at this point is that, if the government sees fit to introduce legislation, then let it stand behind it and back it up, no matter who may be involved.

#### List

Do you think this report is going to help solve some problems?

#### Ladyman

I think they have done an excellent job of exploring a very difficult situation and I don't think it gives you any answers because it is a difficult industry. But the basic thing that is required in my opinion in the construction industry is a change in the relationship between the employer and the employee groups. If we can get proper or improved relationship there, many of these things will settle themselves. There is a resistance on the part of management in many areas to union organization in the first place. They just don't think we have a place in the sun. Until they recognize this, I think we are going to have this antagonism. Right through this report the suggestion is that unions are a part of the industry structure and should be recognized as such. I think if the employers would just recognize that basic fact, and that we can both do a better job in the industry, we'll both be better off. I think a lot can come out of it, if they read the report and discuss it.

#### Stevens

To a degree, Mr. Ladyman has slightly contradicted himself because he was a member of a steering committee for the study sponsored by the Canadian Construction Industry. We do have co-operation. He and I have jointly appeared before parliamentary committees on labour legislation for which we submitted joint briefs in recent years. The Canadian Construction Association broke new ground in North America. Nothing parallel to this study has ever been carried out south of the border. I agree with Mr. Ladyman that the employers should read it and so should the union officials at all levels too, and not just at the senior or national level. To get somewhere I think the union members also have to be better organized than they are.

I think from what I know of the industry, and speaking for the employers only, they have not gone to this extent in sponsoring this project for a period of two and a half years now, investing considerable sums, realizing the problem we have in the industry, without the intent of following through on the report as much as possible. It is not going to be a report, as far as employers are concerned, which is just going to be shelved as one more royal commission report.

#### Crispo

I think we've given the parties a lot of points to think about including, in particular, multi-trade bargaining, employer association accreditation, and more effective measures of handling jurisdictional disputes. I haven't got the slightest idea what they'll do with our proposals. I'm not terribly optimistic about labour and management solving their own problems. Unless they do, the government is going to take an increasing interest in what's going on, and be more prone to frame new legislation. I would argue that there are certain things that government will

have to do anyway. I think other provinces are going to have to follow the Ontario example of having the labour board take jurisdiction over jurisdictional disputes when trouble breaks out. I would argue that the provinces in general are going to have to look at this cease and desist question, not only because I think the labour relations act itself should include machinery to facilitate its enforcement, but also perhaps as a fringe benefit to cut down the pressure on the injunction issue. If there was effective remedial authority in our labour relations legislation, employers might be a little less disposed to run off to the courts for relief. So there is a possible fringe benefit there. And, if you want to talk about labour standards then this requires legislation. In the final analysis it's up to the parties; but, even if the parties get together in the best of good faith, I think it's going to require some legislative assistance. If they fail to get together in good faith, then it's going to require more legislation. But - will the parties accept it? Well, we have some indications today that legislation by itself won't solve the problem, so when I look into the crystal ball, it's not a bright and rosy future. I think however, we have given the parties and governments, for that matter, a lot of very fruitful things to think about. Either on their own, or in concert with government, I think a lot of these ideas could be adopted by the parties to help straighten out relations in the industry.

G

# Training in Industry for Miners



First in a series of profiles describing the role of the Ontario Department of Labour in providing short-term skill acceleration programs for industry.

In 1952, the coming of the Atomic Age created demand for a new metal and opened an entirely new field of mining enterprise in Canada. Since that time, uranium mining has, like the history of mining for all metals in Canada, experienced a series of vicissitudes. A significant part in levelling this erratic course will be played by the quantity and training of the men who are sent against the rock face of the Precambrian Shield at Elliot Lake's Denison Mines.

The following is a brief description and examination of miner training at Denison Mines Limited.

In the traditional and time honoured method of skill development in the mining industry, a miner progresses through the various stages of the occupational ladder. He starts as a labourer, rises to the position of a mine helper and finally, after a long number of years of practical experience, becomes a miner.

Late in 1967, the Ontario Department of Labour and Denison Mines Limited, with the cooperation of the Federal Government, entered into a short-term training agreement to produce, from scratch, 60 qualified miners over a period of 12 months. Weeks before, officials of the company, the Department, and the local Canada Manpower Centre had met to determine training objectives, the number and type of trainees available, and to plot a rough estimate of the training schedule and company personnel required.

## Training Objectives

Mr. C.B. Banks, Denison's Personnel Manager, outlined the following requirements using previous training experience as a guide:

1. The trainee should be able to cover basic instruction and attain minimum production levels in about three months;
2. When considered competent, he would be assigned to an experienced miner to work in a school production area until he developed speed and competence;
3. To leave the schooling area, the trainee should be familiar with all related skills and be able to drill 25 feet per hour;
4. To become a fully qualified miner he should be able to work without direct supervision and be capable of drilling 35 feet per hour.

## Trainee Characteristics

Because of the rigorous demands of the job, the Canada Manpower Centres recruited 60 trainees from the Sudbury-Elliot Lake-Sault Ste. Marie Districts with these approximate characteristics. Physically, the applicants were over 19 but under 30 years of age.



weighed not less than 145 pounds; and had eyesight of 20/20 standard. In addition, every applicant passed thorough medical examination including an X-ray test. Besides physical requirements, the applicant had the equivalent of Grade 10 education, but this was scaled down if physical standards and previous work experience were satisfactory.

### Instructors

From its experienced personnel, Denison drew 15 miners to act as instructors. Of these, six had already acquired experience as instructors in a prior training program and were bilingual. All instructors had at least five years experience as a miner, achieved the rating of at least mine leader, and had acquired first aid and safety knowledge. Some had mine rescue training as well. The preliminary training given to all instructors included job instruction, job breakdowns, elementary geology, engineering and ventilation, general knowledge of the functions of other departments and a grasp of scheduling and cost control.

### The Training Program

With trainees recruited, instructors ready, and the curriculum prepared by the Department, the program was officially launched in March, 1967 and the following regimen was begun.

Three school stopes or practical training areas were designated and two trainees were assigned initially to each instructor. After a few weeks, a third and finally a fourth pupil were assigned to each instructor at various levels in each school stope. With three school stopes operating on a two-shift basis, a maximum of 24 trainees were in training at the same time and began the 400 hour, four-stage training program.

**Stage 1**—consisted of 120 hours of initial indoctrination to an underground environment and conditions of work. Trainees were oriented to mining terminology, tools and equipment, and were engaged in simple tasks such as conveyor cleanup, minor maintenance and gear storage.

Particular emphasis was placed on all aspects of safety and the care and use of personal safety equipment. The novice miners, at this stage, were under the continuous and direct supervision of a miner leader at maximum ratio of 10 men for each supervisor. Trainees were then screened to eliminate those unsuited for further training.

**Stage 2**—for another 120 hour portion of his training, the worker was advanced from menial work to types of jobs more closely related to his eventual skills. Training was conducted in work such as underground pipe hanging, scaling, cleaning up, hanging slusher sheaves, (1) and the rudiments of operating equipment such as drills. During this period trainees were under the supervision of a shift boss at a ratio of 13:1.

**Stage 3**—now thoroughly conversant with mining practices and safety procedures, and with 240 hours of underground work behind them, the men began to

assume the duties and exercise the skills of a stope miner, including:

Housekeeping, scaling, gadding, ventilation, wetting muck, preparing face, procedures in case of bootlegs or missed holes, blasting, jackleg set-up, jackleg drilling, stoper drilling for rock-bolts, staging, slushing cable care and repair, installing eye-bolts, care and storage of gear, installing rock-bolts, care and use of explosives and blasting caps, etc.

Instruction responsibility at this stage was split by a miner leader, at an hour ratio of 3:1, and a shift boss at a ratio of 15:1. With this additional 400 hours of instruction, the men were ready for the final stage.

**Stage 4**—now freed of continuous supervision the men were allowed to make basic decisions by themselves and for the next 160 hours were monitored for minor faults or bad habits picked up accidentally during the previous periods. Supervision was carried on by a shift boss at a 6:1 ratio.

### Training Results

Of the 60 trainees who started the program, one half completed the full training course as qualified miners. The company considered the program a success since the drop-out experience, as anticipated from previous experience, occurred generally at the first stage. Further, those completing had been trained thoroughly and, in many cases, at a much faster rate than expected. One man even completed training in 420 hours.

The success of this training project has proven the merits of short-term training in the mining industry. The Ontario Department of Labour currently has similar training agreements with 15 other mining industries.

### Footnotes

1. *scaling*—breaking loosely supported rock from an overhead surface
- sheaves*—grooved wheels supporting cables or ropes from the slusher (which see (2))
2. *bootlegs*—veins that separate from a main orebody
- drifts*—tunnel along an orebody
- face*—working end of tunnel
- jackleg drill*—automatic drill
- muck*—ore or rock broken by blasting
- raise*—inclined or vertical shaft
- rock bolts*—used to safely hold a stope ceiling
- slusher*—compressed air driven winch used to clear blasted ore
- slashing*—blasting rock from the side of a drift
- stope*—working area in an orebody



## Report of the General Advisory Committee on Industrial Training

The need for new approaches and techniques for the development of manpower in industry was stressed in a recent report on industrial training submitted to the Honourable Dalton Bales, Minister of Labour.

The Report of the General Advisory Committee on Industrial Training calls for study and investigation into more flexible concepts of training in general industry with particular emphasis on the relationship between present training facilities and the needs of the economy.

Established in 1966 to assist the Department's Industrial Training Branch adapt the provincial apprenticeship system to rapidly changing manpower needs of general industry, the Committee was composed of fourteen members representing both labour and management under the Chairmanship of Dr. C. Ross Ford.

Based on briefs submitted by a number of key union trades and management organizations, the report advocated continuing research of the skill needs of general industry in order to develop a more realistic training approach and avoid the training of workers in obsolete skills or in occupations where a low demand now exists or appears likely.

The committee gave strong support to the present apprenticeship system and, after appraising thorough studies of training systems and programs in other countries, particularly Great Britain, recommended further investigation and testing of a "block system" type of training in general industry.

The block system is based on the premise that many occupations require blocks of common knowledge and skill. Industrial occupations can be grouped into families and, through analysis, common blocks of basic training and of specialization can be identified. The individual can then acquire these blocks of common knowledge and skill plus added blocks of specialization through an orderly combination of institutional and inplant training that suits his particular needs and those of an employer.

This process has no terminal point. As long as occupations can be analyzed as to requirements in knowledge and skill, theoretically at least, individuals can keep up with the times by readily adding new things to a firm foundation of things previously learned.

Report of the  
*Select Committee on Manpower Training*

This system will provide more than one route to the attainment of any standard in the occupational ladder for those who have the necessary drive and the ability to progress.

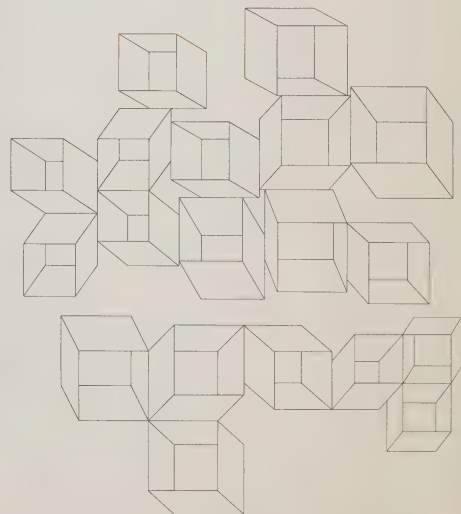
Under this system training programs in and for general industry should be developed to meet the needs of industry, make the workers more adaptable, provide opportunities for upgrading and updating those already in industry, and provide new employees with an organized and acceptable system of training. The system would also provide the identification of training standards which could be reviewed as technological changes take place.

Many of the blocks may be learned in classrooms while others must be learned on-the-job. Some blocks may be theoretical, others may be practical, and others may be a combination of both. Some examples of blocks are: Mathematics 1, Blueprint Reading 3, Machine Tool 2, Welding 6, Rigging 1, Safety 1, etc.

As a result of the committee's Interim Report of March, 1967, significant changes had been made in the application of compulsory certification of certain trades in general industry.

### Industrial Training

Report of  
The General Advisory Committee  
on Industrial Training 1968



# People and Events

Capsule news about people and events in and around the world of labour in Ontario. *Task* will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Athletic Assistance

Assistance to young Indian athletes throughout the province will be continued and increased this year by the Office of the Athletics Commissioner.

The program was started last year when Athletics Commissioner L.M. McKenzie contacted the chiefs of every tribe and visited a great many southern Ontario reservations to describe the assistance available to them. The response to the program has been good from a number of these reserves, and their teams have competed with teams from neighbouring towns and cities. Reservations in the North which have been contacted include Shoal Lake, Indian Bay, Great Whale River and Moose Factory. But participation in the program is hindered in the far north due to the isolation of the reserves and the lack of competing teams.

Also, many reservations have no ball fields or indoor gymnasium facilities. Walpole Island Reserve near Wallaceburg, where about 100 young athletes are playing team sports, is raising funds for a sports arena, and Mr. McKenzie has helped to promote it. The lack of such facilities is the main problem facing the Commission in the more isolated areas.

Other reserves which have actively participated in sports programs are Brantford's Six Nations Reserve, Kettle Point Reserve, and Grassy Narrows Reserve, near Keewatin. The Commission provides hockey equipment such as goal pads, gloves and sticks, masks and body protectors, and in softball, catcher's equipment, bats and balls. Its program is geared to the eight to 18 age group, but it does not provide assistance in arts and crafts.

## Appointment

Mr. Leslie F. Gordge has been appointed Administrator of the Curriculum and Standards section of the Industrial Training Branch. He was formerly Chief, Industrial Trades and prior to that was an Electrical Turn Foreman with the Steel Company of Canada.

## Retirements

Mr. W.S. Hall, P.Eng., has retired from the Department. Before his retirement he was Secretary to the Board of Review of the Operating Engineers Branch and, since 1964, served in the office of the Director of Safety and Technical Services. He was the original Chairman of the Ontario Labour Safety Council.

## Labour – Management Safety Committee

The Construction Safety Association of Ontario and Executive representatives of the Provincial Building Trades Council have jointly formed, for the first time in Ontario, a labour/management committee to work on problems of accident prevention in the construction industry.

Representing the Provincial Building and Construction Trades Council of Ontario on this committee, are: Ken Martin, president of the Council; Henry Kobryn, secretary-treasurer; Ken Jackson, vice-president; and Ernie Donne, vice-president.

On the management side, representing CSAO, are: Joe Wright, president of Bennett & Wright, Les Scrutton, president of Yearly & Reed Ltd.; Bill Roberts, president of Wm. Roberts Electric Ltd.; Gary Colutti, president of Keystone Construction Ltd.; (ex-officio member) Bob McMurdo, out-going president of CSAO; and G.H. Samson, CSAO general manager.

## Windsor Advisory Committee

The city of Windsor has established a Citizens' Advisory Committee to the Ontario Human Rights Commission. The first of its kind in Ontario, the Committee will inform minority and immigrant groups of educational and training facilities available in the area and give practical assistance in stimulating employment opportunities within the industrial and commercial communities.

## Exhibits and Career Expositions

Each year, through participation in exhibitions, fairs, and secondary school career nights, the Department carries demonstrations of its services to districts around the province.

Over the next few months displays and demonstrations have been arranged for audiences of from 2,500 to 3,000,000 people in the following centres:

- Chatham Fair – Chatham – May 29 – June 1
- Fall Furniture Fair – London – June 24, 25, 26
- Lakehead Exhibition – Port Arthur – July 19 – 28
- Sutton Agricultural Show – Sutton – August 8 – 10
- Canadian National Exhibition – Toronto – August 16 – September 2
- Central Canada Exhibition – Ottawa – August 23 – 31
- Western Fair – London – September 6 – 14
- Lindsay Central Exhibition – Lindsay – September 17 – 21
- Barrie Fair – Barrie – September 26 – 28
- Owen Sound Exposition – Owen Sound – October 2 – 5
- Restaurant Show and Culinary Exhibition – Windsor – October 8 and 9
- Supermarket Show – Toronto – October 7 – 9
- International Auto Show – Toronto – October 18 – 27
- St. Catharines Vocational Guidance Exposition – St. Catharines – November 4, 5, 6
- Automotive Transport Association – Toronto – November 18 and 19
- Construction & Public Works – Toronto – December 9 – 12

# View from the House

Seventh in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing the Ontario Department of Labour, Information Branch, 74 Victoria Street, Toronto 1A, Ontario.

## Amendments to the Industrial Safety Act

—The maximum fine to employers for contraventions of the Act is raised from \$1,000 to \$5,000.

—Removed is the statutory requirement for the preliminary approval of drawings and specifications for new factories. The Industrial Safety Engineer may now evaluate each case on its own merits and use his judgment in the granting of approvals.

—A set of approved designs must be maintained at the site for ready inspection by an Industrial Safety officer.

—The definitions of the Act have been expanded to include the land on which the factory, shop or office building is located, in the event of an accident in or about the premises.

## Age Discrimination Amendment Act

This bill prohibits advertising which expresses a limitation or specification based on age.

The provision is similar to that already contained in the Human Rights Code in connection with discrimination based on race, colour or creed.

## Erratum

In the statement on Labour Relations in Ontario, 1967 in the February 1968 edition of *Task* it was stated, on page 18, that in the Canadian General Electric Company negotiations "workers in plants throughout the Province claimed and received parity with the Toronto rates of pay." The Company has informed us that this statement is incorrect. Inter-plant parity was an issue in the 1967 negotiations but was not achieved in the ensuing settlement.

Erindale College Library,  
University of Toronto,  
3359 Mississauga Road North,  
Clarksburg, C. Ontario.

7.

Pages CANADA Postage
5c.
No. 8417
TORONTO



News from the Ontario Department of Labour  
Volume 3 Number 2, September 1968

# Task



CA2 ON  
L  
TIO





# Task

Hon. Dalton Bales, Q.C.  
*Minister*

J.W. Preiner  
*Editor*

*Editorial Board :*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

C.G. Gibson  
*Director, Safety & Technical Services*

M.K. Dibble  
*Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.D. Burge  
*Chief, Public Relations and Information Services*

The Guaranteed Income 4

Statistics and Review 9

Training for Industry  
The Fleet Story 11

People and Events 17

View from the House 19



Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

This month we examine Guaranteed Income — the giving of money to families and individuals in need.

Cover Illustration :  
Gord Oglan

Inside Cover photo :  
Roy Nicholls



# The Guaranteed Income

On a television programme last year, Professor Milton Friedman, a well known University of Chicago economist, was asked for his views on poverty. Fearing that the complexity of the issues might create a problem, the interviewer warned the audience in advance that he was going to pose an extremely difficult question. Turning to Professor Friedman, he asked: "How can we improve the incomes of the poor?" "Give them money", Friedman replied.

The curt answer was an endorsement of a programme that has recently received increasing attention in discussions of social welfare issues, namely, the guaranteed income. Basically, it is a scheme for redistributing income. The government would make money payments with 'no strings attached' that would guarantee all individuals or families certain levels of income. The principle of a guaranteed income is a simple and direct approach to the problem of alleviating poverty.

Interest in the concept has been accelerated by the fact that it has received support from a wide spectrum of opinion. Economists advocating guaranteed income plans include Professor Friedman, a conservative who supported Barry Goldwater for President in 1964, and Professors Paul A. Samuelson and John Kenneth Galbraith, both of whom are usually identified as 'left of centre.' In addition, the Poor People's Campaign, the President's Commission on Civil Disorders and a report by a panel of twelve business and financial leaders, appointed by Governor Rockefeller of New York, all endorsed the idea of universal income guarantees. In Canada, expressions of support have been voiced by individuals of equally varying background, but discussion of the concept has not been as extensive here as in the United States.

Despite this broad base of support for a guaranteed income, there is also considerable dissent, especially amongst the public at large who often view it as simply another 'handout'. This has prompted one wit to remark that 'the only ones really against it are the people.'

The purpose of this article is to promote public understanding and to stimulate discussion of this controversial issue by outlining:

- a) the basic characteristics of guaranteed income plans;
- b) why they have been proposed;
- c) the major public policy questions.

No attempt is made to arrive at answers, but rather it is the intention of the writer to make the reader sit back, scratch his head and say "Well, now, I wonder..."

## The Basic Characteristics of Guaranteed Income Plans

One way in which an income guarantee might be established would be simply to have the government make cash payments to everyone. Guaranteed income plans of this type have in fact been proposed. However, because payments would be made to all, rich and poor alike, the cost of such a proposal would be large and would require a radical change in the existing income tax structure in order to finance it. This has produced a notable lack of popularity for this type of guaranteed income plan, and accordingly it will not be discussed.

As an alternative, attention has been focussed on negative income taxation schemes that would establish a guaranteed income level by making payments only when privately earned income was below specified levels. Under this type of plan, there would be a large proportion of the population who would not receive any payments. This feature, of course, reduces significantly the budgetary cost of providing income guarantees and permits integration with the existing income tax structure without substantial modification in the latter.

A great number of negative income taxation plans have been proposed varying widely in administrative detail, terminology, and the level of payments that would be made. Nevertheless, they all define, either explicitly or implicitly, three crucial concepts or variables.

These are:

- a) a basic guaranteed minimum level of income ensured by government allowance payments;
- b) an implicit tax rate on earnings which reflects the extent to which allowance payments are reduced for each dollar of additional earned income;
- c) a breakeven level of earned income at which the allowance payment is reduced to zero.

The magnitude of any two of these variables determines the third. In other words, if we know the guaranteed income level and the tax rate, the breakeven level of income can be calculated. Negative income taxation plans differ basically according to which of the variables are made explicit and the magnitudes assigned to them.

In order to illustrate how this type of plan would work, we will consider a scheme suggested by Milton Friedman. His plan consists basically of extending the positive income tax concept into what he calls the range of 'negative incomes'. If a family unit had total personal exemptions and deductions for tax purposes that exceeded its earned income, the difference would be considered as 'negative income'. A tax rate applied to the negative income would produce a negative tax that would be paid by the state to the family unit. Friedman suggests that a negative income tax rate of 50 per cent be used so that the family would receive an allowance payment equal to one half of its negative income.

Transferring his plan into the Canadian context would produce the following results. Considering a typical family of five with total exemptions and deductions of \$3,000 and an earned annual income of \$2,000, the negative tax payments would be \$500. This would raise the disposable income of this family to \$2,500. Implicitly, this plan guarantees an income level of \$1,500 for a family of five because if there was no earned income, the family's negative income would be \$3,000 and the negative tax payment would be \$1,500. Under this plan, the implicit tax rate on the

# The Guaranteed Income

by Gerald Starr, Economist, Research Branch  
Ontario Department of Labour

The principle of a guaranteed income is a simple and direct approach to the problem of alleviating poverty. This article briefly

examines the basic characteristics of some plans, why they have been proposed, and the major public policy questions.

earnings of family units receiving allowances would be 50 per cent because, as earned income increased by \$1.00, the negative tax payment would be reduced by 50 cents.

The family would receive negative tax payments as long as earned income was below \$3,000, that is, the value of their exemptions and deductions. If earned income exceeded this amount, positive tax payments would be paid. This plan, therefore, defines a breakeven level of income where neither negative nor positive tax payments are made of \$3,000 for a family of five.

Table 1 summarizes the relationship between earned income, negative tax payments and disposable income for this plan.

**Table 1**  
**Negative Tax Payments for a Family of Five**

Earned Income	Negative Income	Negative Tax Payments	Total Disposable Income
\$	\$	\$	\$
0	3,000	1,500	1,500
500	2,500	1,250	1,750
1,000	2,000	1,000	2,000
1,500	1,500	750	2,250
2,000	1,000	500	2,500
2,500	500	250	2,750
3,000	0	0	3,000

The breakeven and guaranteed income levels would vary with family size and composition, thus relating the level of payments to 'need' as measured by these variables. For example, under the above plan, a married couple with no dependents and having exemptions and deductions totalling \$2,100 would be guaranteed an income level of \$1,050. This family unit would receive negative tax payments as long as their earned income was below the breakeven level of \$2,100.

One of the attractive features of Friedman's plan is that it would fit neatly into the existing income tax structure. However, some have argued that while

exemptions and deductions may be considered appropriate for positive tax payments, they may be a poor guide for a system of negative tax payments. The existing exemptions and deductions may simply be too small to provide an adequate guaranteed income level. This has prompted other writers to propose plans that would be based upon poverty line incomes that would vary with family size and composition. These plans would use the difference between the family unit's earned income and its poverty line income as the base upon which negative tax payments would be paid. For example, if it was determined that the poverty line income of a family of five was \$3,500 and a negative tax rate of 50 per cent was used, the guaranteed income level would be \$1,750 and the breakeven level of income would be \$3,500. This type of plan is only different from Friedman's to the extent that the total value of exemptions and deductions for positive income tax purposes differs from the poverty line income for a particular family unit.

The amount of payments to the poor can be increased under a negative income tax plan simply by altering one of the key variables. For example, if under Friedman's plan the value of exemptions and deductions was raised to \$2,500 per couple and \$500 per child, a typical family of five would have total exemptions and deductions of approximately \$4,000. Friedman's plan would then guarantee an income level of \$2,000 and provide a breakeven level of \$4,000. Similarly, if the tax rate was raised to 75 per cent and exemptions and deductions were maintained at the old level, the new guaranteed income would be \$2,250.

One basic distinguishing characteristic of guaranteed income plans of this type is that they would use a simple income-family size test, similar in form to that used for income tax purposes, in order to determine the extent of payments, if any. The test would be applicable universally and would be the sole criterion of eligibility for payments. Under these schemes, no attention is paid to why the individual is

poor. No distinction is made between the able-bodied poor and those with some form of disability, nor is there an attempt to segregate for special treatment the person who can work but is unwilling to do so.

The other major distinguishing characteristic of negative income taxation plans is that they usually incorporate an incentive feature. As can be seen from Table 1, even though an income is guaranteed in the event that an individual chooses not to work, the plan provides for higher levels of disposable income as earned income increases. The result is at least some connection between work and reward. It should be noted that the 'degree of incentives' embodied in the plan varies inversely with the tax rate. If the tax rate was 75 per cent, then for levels of income below the breakeven point, the individual would receive only 25 cents in disposable income for each additional dollar of earned income. If the tax rate was 100 per cent, then negative tax payments would be reduced dollar for dollar as earned income increased with the result that the disposable income of the family unit would not be affected by its work effort. This would significantly reduce, if not eliminate entirely, the incentive to work for at least some members of the population.

## Why Guaranteed Income Plans Have Been Proposed

A welfare programme such as the guaranteed income that receives support from individuals scattered widely along the political spectrum is a rare phenomenon. When it occurs, it is usually because the supporters vary greatly in their objectives or in the detailed provisions that they would include in the programme. Both of these explanations are applicable in the case of the guaranteed income.

At one extreme there are those who fear that massive unemployment will be produced by a rapidly changing technology and automation unless the current system of determining the distribution of income through the operation of private markets is radically altered. In order to ensure adequate purchasing power to sustain the abundance produced by machines, they propose guaranteed income plans that



# Guaranteed Income



would largely break the link between income and work. The plans proposed by this group establish generous guaranteed income levels and place little emphasis on maintaining incentives for their prediction is that eventually there will not be enough jobs to keep everyone fully employed.

For others, the attractive feature of guaranteed income plans is that they would enable government to reduce its involvement in the operation of private markets.

For example, Friedman suggests that his scheme should replace the 'rag bag' of measures currently existing in the social welfare field including social security, medicare, public assistance programmes, health expenditures, public housing and farm price supports. Guaranteed income plans, he suggests, operate outside the market and give help in the form most useful to the individual, 'namely cash'. Furthermore, it is argued that the savings in administration costs and reduced government spending on other programmes would be more than sufficient to cover the cost of his plan. It is interesting to note that if Friedman's plan, as outlined above, were implemented, payments to many current recipients of public assistance would be significantly reduced.

For most proponents of guaranteed income plans, their prime concern appears to be the paradox of poverty in the midst of affluence. They accept that long term solutions to the problem of poverty lie in such areas as the increased education, training and mobility of the labour force, regional development, guaranteeing equality of opportunity and maintaining full employment and rapid growth. However, they argue that existing government programmes designed to maintain adequate living standards in the short-term have not performed adequately. While recognizing a role for such programmes as contributory old age pension schemes, health and unemployment insurance and selective government subsidies, they believe that a guaranteed income plan would be a more effective device for alleviating poverty than many existing

public welfare measures, particularly public assistance programmes. Accordingly, this group views the guaranteed income as a substitute for such programmes as Old Age Security, Youth and Family Allowances, the Canada Assistance Plan and virtually all general welfare assistance schemes. The rest of this section deals with their detailed objections to current arrangements.

Perhaps the main concern of advocates of guaranteed income plans is their belief that the existing 'categorical' approach to welfare payments excludes from coverage large numbers of the poor. This approach establishes, for special considerations, certain categories within the population that, because of either special needs or disadvantages with regard to their participation in the labour force, have difficulties in earning adequate incomes. For example, payments under the Old Age Security and Youth and Family Allowances are only made to certain 'categories' of the population. The Family Benefits Act of Ontario covers the following groups: individuals 65 years of age and over; women, 60 to 65 years of age, not receiving support from a husband; adults who are blind or otherwise totally disabled; and mothers with dependent children not receiving support from a husband. Similarly, general welfare assistance is only available to the unemployed, the unemployed actively seeking work or caring for dependent children, and single persons attending school.

One result of this approach is that it generally excludes the working poor from eligibility, that is, those who are employed but whose income is low relative to their needs. More generally, supporters of guaranteed income plans often claim that the 'categorical' approach, because it cannot define all the causes of poverty, is likely to exclude from coverage individuals who generally would be considered as worthy of assistance. The extent to which 'gaps' exist within our current welfare system is a question on which there is a plethora of opinion but a dearth of hard knowledge. Assuming that significant 'gaps' do exist, proponents of guaranteed income plans point out that their approach to welfare payments would eliminate this

problem. As the only criterion of eligibility under their schemes would be an income-family size test, payments would be available to all, including the working poor.

Another feature of many existing public assistance programmes is that eligibility is based on a comprehensive 'needs' or 'means' test which involves a detailed personalized investigation of the circumstances of the individual applicant, including his assets. It is frequently claimed that these tests are degrading to the individual concerned and account, to a degree, for the stigma attached to being on 'welfare' or 'relief'. In addition, it is claimed that the tests applied establish the welfare worker as an inquisitor thus reducing his effectiveness in counselling.

Proponents of guaranteed income plans argue that by relying on a simple depersonalized income-family size test, similar in form to an income tax return, the stigma attached to the receipt of welfare payments might be reduced. It is believed that the receipt of payments under a guaranteed income plan would be viewed as an individual right rather than as the acceptance of public charity. Abuse of the plan, it is argued, could be controlled through techniques similar in form to those existing under the income tax system.

It is generally recognized that depersonalizing and simplifying the needs test would lead to the possibility of payments being made to individuals who have low current incomes but who would not normally be classified as poor because they have substantial wealth in the form of assets of various types. This weakness is offset, at least in part, by the fact that the simplified needs test would lead to substantial savings in administrative costs.

Another major criticism of current public assistance programmes is that they destroy work incentives. Although a nominal amount of income may be exempt from consideration in some cases, public assistance programmes generally require that allowance payments be reduced by an amount equal to earned income, thus





leaving the total income of the individual unaffected by his work effort. The result of this feature of public assistance programmes is the same as imposing a 100 per cent tax on earned income in the relevant range, thus reducing significantly the incentive of the recipient to work. As an alternative to this, most guaranteed income plans incorporate an implicit tax rate of considerably less than 100 per cent, thus, to a degree, maintaining work incentives through this mechanism.

In short, because guaranteed income plans would fill 'gaps', eliminate the detailed 'means' test and retain incentives, they are viewed as a scheme for 'rationalizing' the basis on which welfare payments are made. But most of the proposed plans would also increase the extent of payments to the poor so that if they were put into effect, there would be an increase in net welfare costs. For example, Professor James Cutt of York University has estimated that a negative income taxation scheme that he has proposed would increase net welfare costs in Canada by \$1,500 to \$2,000 million per annum. However, cost estimates vary greatly depending upon the details of the proposed plan and the number of programmes it would replace so that no general statement regarding costs can be made.

## The Public Policy Issues

In designing an optimal or ideal income maintenance programme, one would want to satisfy the following five objectives:

- 1) eliminate poverty by filling the poverty-income gap, that is, by making payments equal to the difference between the family's earned income and the poverty-income level;
- 2) minimize the cost of the programme by retaining incentives to work so that those capable of supporting themselves would do so to the greatest possible extent;
- 3) minimize the cost of the programme by only making payments to the poor;
- 4) ensure that families having basically the same needs are treated identically with regard to income-maintenance through the state or, in other words, maintain horizontal equity;
- 5) avoid any stigma attached to receiving welfare payments.

The policy problem arises because any welfare scheme encounters the fact that these objectives are, to a degree, inconsistent or conflicting. A case in point has already been mentioned. It was noted that a detailed 'means' or 'needs' test was an effective device for minimizing cost by ensuring that payments are only made to the poor but, at the same time, the form of the investigation required might be considered objectionable.

Guaranteed income plans also encounter the problem of conflicting policy objectives. While they perform well with regard to the last two objectives, namely, retaining the self-respect of the recipient and ensuring horizontal equity, they run into difficulties in reconciling the first three objectives. The mechanics of guaranteed income plans are such that, if a plan provides for incentives to work, it is unable to completely fill the poverty-income gap without creating the possibility that allowance payments may be paid to those not considered as poor. If a plan completely fills the poverty-income gap without leading to payments to the non-poor, then the plan must, of necessity, perform poorly with regard to incentives.

In order to make this point clear, the effects of three guaranteed income plans on disposable income for a family of five with a poverty-line income of \$3,000 are indicated in Table 2 (next page).

*Plan I* guarantees an income level of \$3,000 by making payments equal to the difference between the family's earned income and the poverty-line income. This plan completely satisfies the objective of filling the poverty-income gap and thus, by definition, eliminates poverty. The plan is also efficient in the sense that it minimizes cost by not providing for any allowance payments that raise disposable income above the poverty line. However, it performs poorly with regard to incentives because, as can be seen from the table, the disposable income of the family remains the same as its earned income increases. In effect, there is a 100 per cent tax on earnings below the breakeven level of \$3,000 so that incentives are accordingly reduced.

*Plan II* also guarantees an income level of \$3,000, but it incorporates an implicit tax

rate of 50 per cent which permits the disposable income of the family to increase by 50 cents for every dollar of earned income. This plan retains significant incentives and fills the poverty-income gap, but it is costly in the sense that payments are made that raise the disposable income of the family unit above the poverty line. For example, under this plan, a family earning an income of \$3,000 would receive payments which raise their total disposable income to \$4,500 or \$1,500 above the poverty line. Under this scheme, all families with earned income below \$6,000 would receive at least some allowance payments.

*Plan III* has a guaranteed income level of \$1,500 and an implicit tax rate of 50 per cent. This plan provides for incentives to work in that disposable income rises significantly as earned income increases, and also does not make payments to the non-poor because the breakeven level of earned income is \$3,000. However, this plan performs poorly with regard to the objective of filling the poverty-income gap. A family with no earned income would receive only \$1,500 or half the poverty-line income.

The fundamental dilemma in all guaranteed income plans should be apparent. The more effective the plan is in filling the poverty-income gap, the less effective it is in maintaining work incentives or minimizing cost by eliminating payments to the non-poor. In short, the more attractive the plan because of its ability to satisfy one or two of the objectives, the less attractive it is because of its poor performance with regard to the third.

One may try to reduce the degree of conflict between the first three objectives by segregating certain groups of the population for special treatment because they are, in effect, outside the labour force. The blind, the totally disabled, the aged, mothers responsible for the support and care of dependent children, and more generally, those unable to work, might be considered as worthy of special consideration. Because entry into the labour force is not a feasible alternative for this group, the



incentive question is not particularly important. For these groups, a welfare programme which completely fills the poverty-income gap (similar to Plan I) may be applied without any fear that incentives are being destroyed. A guaranteed income plan that incorporates incentives and eliminates payments to the non-poor (similar to Plan III) might be considered appropriate for the rest of the population.

This suggestion, however, represents a step back towards the existing categorical approach to welfare payments and encounters some of its difficulties.

In order to illustrate the problem, consider a person not falling into one of the categories designated for special treatment. If he became unemployed due to technological change, there might be a prolonged period of time during which he is unable to make the necessary adjustments. Unemployment insurance benefits and accumulated savings may prove to be insufficient in maintaining an adequate standard of living, especially if his previous wages had not been high, employment had frequently been interrupted and he had a large number of dependents. For this individual, the incentive question may be totally irrelevant as he would secure full-time employment were it available. It might be considered arbitrary and unjust to fill less of the poverty-

income gap of this individual simply because he happens to be able-bodied.

The existing categorical approach attempts to resolve the problem of conflicting policy objectives by filling the poverty-income gap of those groups unable to enter the labour force and the unemployed willing to accept employment. It performs well with regard to eliminating poverty for those groups covered, and minimizing cost by only making payments to the poor. On the other hand, it encounters difficulties in the following areas:

- 1) It does not provide payments to the working poor and, to this extent, violates the objectives of eliminating poverty and horizontal equity;
- 2) By not providing for incentives to work, it fails to minimize cost to the extent that some individuals may be induced to accept welfare payments rather than work. The basic problem is the lack of an effective administrative rule that would separate those unable to find employment from those unwilling to do so.

Guaranteed income plans, by extending payments to the working poor would, to this extent, operate in the direction of maintaining horizontal equity and reducing poverty. They would also be effective in minimizing cost by maintaining incentives to work. However, they encounter difficulties with regard to reconciling the degree of conflict

between the first three objectives mentioned above. As we have indicated, if a plan is adopted that retains incentives and completely fills the poverty-income gap, it is likely to be extremely costly because payments would also be made to the non-poor.

A meaningful evaluation of the alternate approaches must include detailed estimates of the associated costs and benefits.

Research in this area, including the effect of alternate schemes on incentives, is currently being undertaken in the United States. When the data is compiled, the following questions must be asked:

- 1) Are we willing to accept the increased costs associated with a simplified income-family size test in order to avoid the effects associated with a detailed 'means' or 'needs' test?
- 2) In designing a welfare payment system, what sort of 'trade-off' amongst the conflicting policy objectives of filling the poverty-income gap, retaining incentives and minimizing costs are we willing to accept?
- 3) Are we willing to reduce the degree of conflict between these objectives by introducing 'categories' and enduring the difficulties associated with this approach to welfare payments?

**Table 2**  
**The Effect of Guaranteed Income Plans for a Family with a Poverty - Line Income of \$3,000**

Plan I Guaranteed Minimum Income \$3,000 - Tax Rate 100%				Plan II Guaranteed Minimum Income \$3,000 - Tax Rate 50%				Plan III Guaranteed Minimum Income \$1,500 - Tax Rate 50%			
Earned Income	Allowance Payments	Total Disposable Income	Difference Between D.I. & P.L. Income*	Earned Income	Allowance Payments	Total Disposable Income	Difference Between D.I. & P.L. Income*	Earned Income	Allowance Payments	Total Disposable Income	Difference Between D.I. & P.L. Income*
\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
0	3,000	3,000	0	3,000	3,000	3,000	0	1,500	1,500	1,500	-1,500
500	2,500	3,000	0	2,750	3,250	3,250	+ 250	1,250	1,750	1,750	-1,250
1,000	2,000	3,000	0	2,500	3,500	3,500	+ 500	1,000	2,000	2,000	-1,000
1,500	1,500	3,000	0	2,250	3,750	3,750	+ 750	750	2,250	2,250	- 750
2,000	1,000	3,000	0	2,000	4,000	4,000	+1,000	500	2,500	2,500	- 500
2,500	500	3,000	0	1,750	4,250	4,250	+1,250	250	2,750	2,750	- 250
3,000	0	3,000	0	1,500	4,500	4,500	+1,500	0	3,000	3,000	0

\* Difference Between Disposable Income and Poverty-Line Income.

This is a continuing series of statistics produced by the Research Branch in areas of interest in the Department.

# Statistics + Review

## 11



**Table 1**  
**Volume of Conciliation Activity of Ontario Department of Labour**  
**January to June, 1968 and 1967**

Officer Stage	Disputes		Employers		Employees	
	1968	1967	1968	1967	1968	1967
<i>In Process</i>						
January 1	178	151	253	192	28,110	20,721
Referred during period	879	742	1,213	1,210	156,277	86,151
<b>Total</b>	<b>1,057</b>	<b>893</b>	<b>1,466</b>	<b>1,402</b>	<b>184,387</b>	<b>106,872</b>
<i>Disposition</i>						
Settled	372	326	457	488	36,938	33,462
Referred to Boards	36	55	71	63	27,348	13,129
No Board	362	327	591	614	72,652	39,950
Lapsed	5	7	5	7	1,882	331
Mediator	0	1	0	1	0	1
<b>Total</b>	<b>775</b>	<b>716</b>	<b>1,124</b>	<b>1,173</b>	<b>138,820</b>	<b>86,873</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1	15	33	29	49	2,976	14,466
Referred during period	36	55	71	63	27,348	13,129
<b>Total</b>	<b>51</b>	<b>88</b>	<b>100</b>	<b>112</b>	<b>30,324</b>	<b>27,595</b>
<i>Disposition</i>						
Settled prior to hearings	1	1	1	1	75	90
Settled during hearings	6	26	8	36	323	4,651
Board Report	28	36	56	44	23,022	19,778
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>35</b>	<b>63</b>	<b>65</b>	<b>81</b>	<b>23,420</b>	<b>24,519</b>



Table 5

Apprenticeship Registrations with the Industrial Training Branch by Month, 1966, 1967 and 1968

Month	Regulated Trades			Non-Regulated Trades			Total		
	1966	1967	1968	1966	1967	1968	1966	1967	1968
January	405	645	437	116	139	68	521	784	505
February	316	482	380	84	195	124	400	677	504
March	387	467	360	104	189	73	491	656	433
April	405	329	425	46	128	73	451	457	498
May	343	399	387	186	75	101	529	474	488
June	309	455	359	91	122	94	400	577	453
July	333	427	—	72	71	—	405	498	—
August	360	465	—	82	110	—	442	575	—
September	548	466	—	131	49	—	679	515	—
October	522	535	—	117	77	—	639	612	—
November	564	529	—	163	107	—	727	636	—
December	620	533	—	140	132	—	760	665	—

Table 6<sup>1</sup>

Trainees in Short-Term In-Plant Training Conducted by the Industrial Training Branch by Month, 1968

Month	In Training at End of Previous Month		Added During Month		Discontinued During Month		Completed During Month		In Training at End of Month	
	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**
January	496	812	49	536	44	38	155	298	346	1,012
February	346	1,012	53	611	82	39	99	218	218	1,366
March	218	1,366	38	639	67	51	189	664	0	1,290
April	—	1,290	—	338	—	58	—	292	—	1,278
May	—	1,278	—	493	—	83	—	457	—	1,231
June	—	1,231	—	490	—	104	—	465	—	1,152

\*Technical and Vocational Training Agreements of 1961.

\*\*Occupational Training of Adults Act of 1967.

— Program terminated effective 1st April, 1968.

<sup>1</sup> The data relating to short-term in-plant training in Table 6 shows trainees under both the *Technical and Vocational Training Agreements* (TVTA's) of 1961 and the *Occupational Training of Adults* (OTA) of 1967. The TVTA's were terminated on March 31st, 1967, but training continued under them during a one-year phase-out period while provisions of the OTA Act were gradually put into operation. Figures for March, 1968 indicate the end of this phase-out period.

# Better jobs through training: The Fleet Story

Second in a series of profiles describing the role of the Ontario Department of Labour in providing short-term skill acceleration programs for industry.

by Jill Armstrong  
Information Officer  
Ontario Department of Labour

Since the inception in 1930 of The Fleet Manufacturing Limited in Fort Erie, Ontario, the company has specialized in the production of aircraft parts. The firm performs contract work partly for the United States and Canadian governments and partly for other firms in the aircraft industry.

When the Canadian defence business faltered in the 1950's the company focused its production on defence hardware in the radar and sonar fields. Sales efforts were aimed at the United States and Fleet succeeded in obtaining orders for the production of specialized equipment for major United States contractors who were still holding large U.S. defence contracts. This was a milestone for Fleet, marking its entry into export and acceptance in the United States marketplace.

Today the company has an established reputation for quality and performance in the United States as well as Canada. The company's export business has increased from 45 per cent in 1964 to 79 per cent in 1967. Commercial orders have risen to 70 per cent with defence work declining to 30 per cent. Its order backlog at the end of December 1967 had reached a new high of \$8,842,000.

Fleet has spread its influence in the foreign market in recent months, as well as in North America. With the cooperation and assistance of the Department of Defence Production and the International Programs Branch in Ottawa, a sales mission departed for Europe and met with the navies of eight countries to sell Canada's sonar design and production capabilities.

Included in this delegation, along with members of the government and representatives of Canadian Westinghouse was a sales team from Fleet.

The development and success of the Variable Depth Sonar and its associated handling gear has generated considerable interest and attention throughout the NATO countries, and has established Canada as a leader in the sonar field.

Fleet's Canadian and American contracts include: Grumman Aircraft Engineering Corp. of Long Island, for whom Fleet is manufacturing flap trailing edges for the A6A Intruder bomber being used by the US Navy; General Electric of Syracuse, to supply heat exchanger cabinets and stoves for the United States navy's ship-board sonar systems; De Havilland of Canada Ltd., for the design, development and manufacture of mechanical system that will be installed on Canada's Hydrofoil, or flying ship, the only one of its type.

In 1965, The Fleet Manufacturing Limited in Fort Erie, Ontario was awarded a sub-contract valued at over \$3 million for the manufacture of wing flaps for the Douglas DC-9 jetliner. This led to a program of expansion in plant capacity and manpower needs of the firm's Fort Erie plant. However, in view of the general shortage of skilled manpower due to the boom conditions in the economy, the firm applied to the Ontario Department of Labour for financial support to set up an on-the-job training program to train the skilled manpower needed. The training program was started in the fall of 1965 and during the period 15th November, 1965 to 3rd October, 1966 a total of 247 trainees went through training.

Prospects are bright for continued expansion and prosperity for the firm. Indeed, it is estimated the aerospace industry will double in the decade 1965 to 1975, and Fleet is hopeful of increasing its participation in this industry. "Fleet had a difficult time adjusting to post-war conditions," said Colin Thompson, Director of Personnel and Industrial Relations. "At the outbreak of World War II Fleet manufactured aircraft were flying in 27 countries. Progress has really only begun again in the last four years. The training in industry program couldn't have come at a better time."

In 1964, Fleet received a large contract from The Douglas Aircraft Company to manufacture flaps and ailerons for DC-9s, and this was the turning point for the firm. At that time, Fleet had a staff complement of only 250. They moved to 299, and then introduced the Short-Term OJT Program to help increase their manpower.

"Our goal was a staff of 800, and we had gone across Canada to recruit skilled personnel," said Thompson. "We were not entirely successful. And 500 additional staff members seemed virtually impossible to recruit from the Fort Erie and peninsula area."

Fort Erie's 9,000 citizens live 18 miles south of tourist-rich Niagara Falls, across the Niagara River from Buffalo. The town is separated from the rest of the burgeoning Niagara Peninsula, and cut apart from the bustling centres of Welland, Port Colborne and St. Catharines. Fort Erie has little industry of its own, and many of its residents work in Buffalo, commuting daily across the Peace Bridge.

"We became able to train or retrain local people because of the Department's assistance," Thompson said. "We no longer needed to go across the country—we found our manpower right here in Fort Erie." The program was beneficial to the community and surrounding area as well. It created many jobs for many men. Many of the company's personnel who now commute from Welland, Niagara Falls, Port Colborne, St. Catharines—and even the Hamilton area—may decide to move into the Peace Bridge area. Their demand for

housing will increase property values and spur construction of new homes. All areas of retail and service trades can only benefit from additional population.

"The program helped our company both financially and in manpower resources, as well as helping our town by offering interesting and remunerative employment to Fort Erie people," Thompson said. "Most aircraft companies are expanding like ours, and skilled people are just not available in the new areas of aircraft manufacture. To begin with, few people have had experience working on aircraft."

### The Program

The first program was approved November 12th, 1965, and it was to train 187 unskilled persons and upgrade 28 others. On March 28th, 1966, the second program was approved, to train 125 unskilled persons. Of the 327 trainees who entered these programs, 216 were graduated: 44 metal bonders, 118 assembler fitters and 54 sheet metal fabricators.

A study into 247 of the total number of trainees was conducted by the Ontario Department of Labour's Research Branch. Of the trainees studied, 161 graduated and 86 dropped out of the training course. Of the graduates, 125 are still working with Fleet.

### Extent of Training

Fleet established a study and classroom area in the plant for its new trainees, with a full-time instructor who taught theory half-days. Such subjects as riveting, counter-sinking and drilling were learned on scrap materials, along with the instruction in theory. The other half day was spent on the shop floor under constant supervision. All supervisors were Fleet employees and were assigned specially to the program.

The assembly fitter and sheet metal fabricator courses lasted 14 weeks and metal bonding, eight weeks. The average assembly fitter graduate received a total of 536 hours of training; the average sheet metal fabricator graduate, 518 hours and the average metal

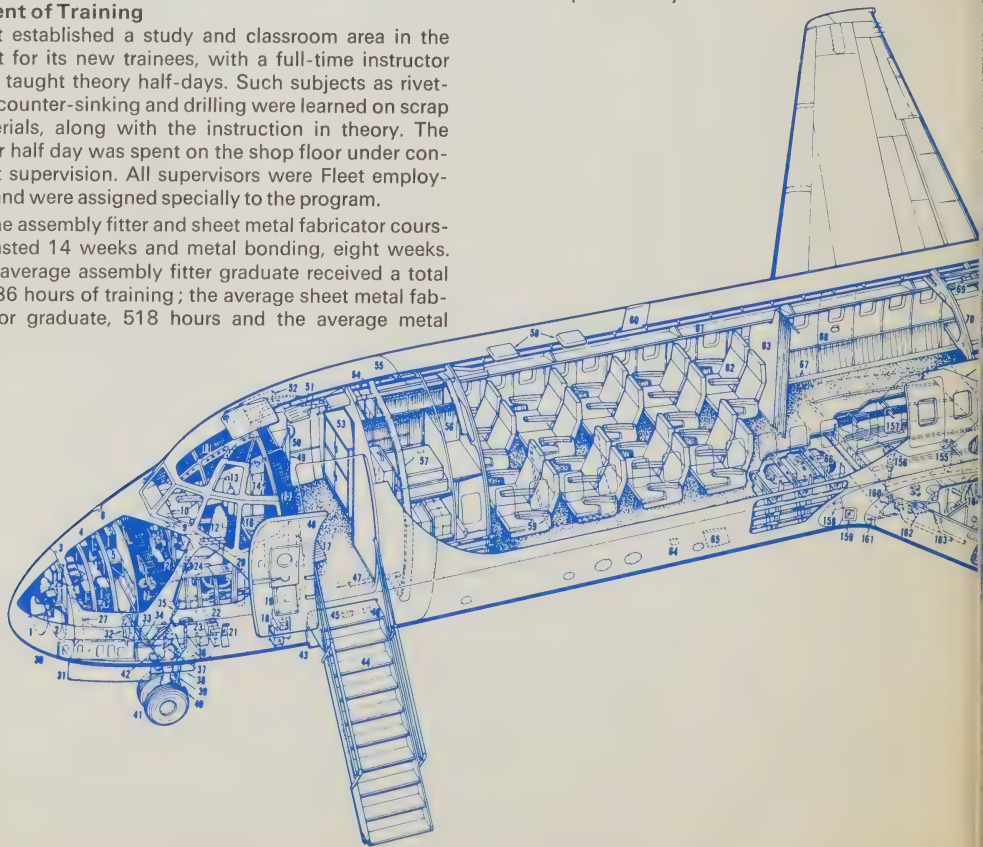
bonder, 314 hours. The figures for the drop-outs were 237, 164 and 145 – showing that the average assembler fitter and metal bonder drop-outs received about half as much training as the average graduates. However, the sheet metal bonders received only about one-third as much as the graduates.

The amount of training the drop-outs had received suggests that their partial studies contributed to their ability to obtain other jobs in task related industries. Many drop-outs went to work for other firms in the manufacturing industry, in particular, in the auto and aircraft industries.

### Trainee Productivity

The amount of training received cannot, by itself, be a sufficient measure of the adequacy of training. The effective test for adequacy is the productivity effect of training, or the extent by which the productive capacity of the trainee has expanded as a direct result of his training.

The actual measurement of productivity was obtained directly from the instructors and supervisors under whom the trainee received training and guidance. Trainee productivity at the end of training ranged between 85 and 90 per cent of a typical experienced worker's productivity.





These results suggest that the average trainee graduating from the program managed to effectively improve his productive skill through training.

### The Fleet Trainees

Training was provided with a view to equipping trainees with a broad enough set of skills to make them desirable employees. Since the work performance at Fleet requires very high standards, quality as well as breadth of training was particularly stressed.

A vast majority of trainees was drawn from the districts surrounding the firm: Fort Erie, Welland, Niagara Falls and other parts of the peninsula. Quite a few recruits came from Toronto, Hamilton and St. Catharines in response to rising employment opportunities at Fleet. A great number of trainees had worked in the peninsula sometime before and were glad to return.

### Trainee Education Level

More than two-thirds of the trainees had received at least a Grade 10 level of formal education, the minimum education requirement, and 22 per cent had a Grade 12 or higher level. A large proportion of Fleet trainees, therefore, had a relatively high standard of education.

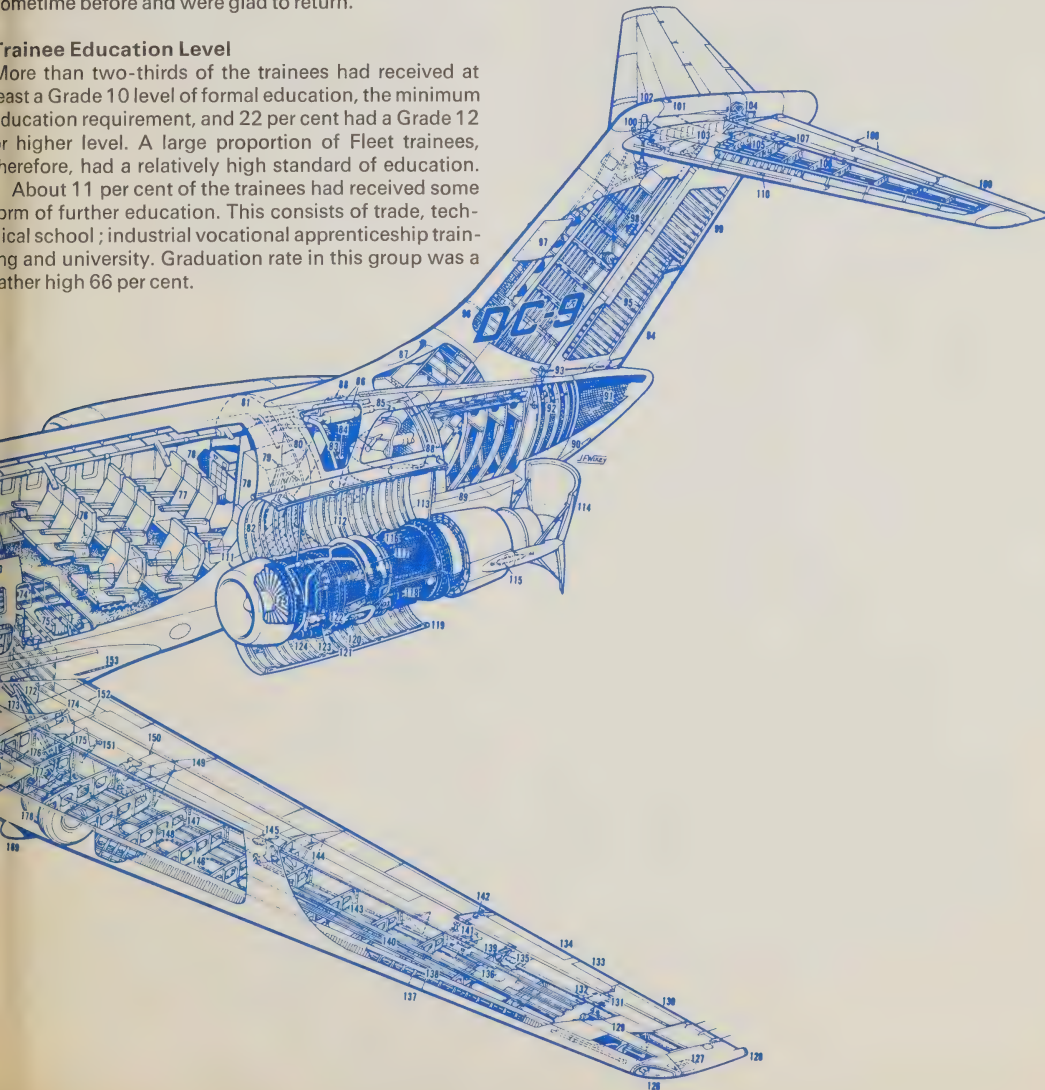
About 11 per cent of the trainees had received some form of further education. This consists of trade, technical school; industrial vocational apprenticeship training and university. Graduation rate in this group was a rather high 66 per cent.

However, 26 per cent of the total trainees had less than the minimum level, reflecting the existence of a tight labour market situation throughout the training period.

### Successful Trainees

Of all trainees at Fleet, including drop-outs, over half (52 per cent) remained with the company after training. Of the graduates alone, 77 per cent stayed on at Fleet. The workers were happy regarding the pace and variety of work.

Most trainees seemed to feel that the program had given them the requisite skills to carry out their jobs satisfactorily and had increased their future employability. Most felt they had received a very broadly based training. Although they only used a portion of



this training in their present job, they could see that the comprehensive training had increased their skill level. All the graduates who were interviewed after training stated that they would not leave Fleet for higher wages elsewhere and lose the variety of work that they enjoyed at present. These same factors may play some important role in the low turnover rate of 25 per cent at Fleet.

The two weeks' initial classroom training made the biggest impact upon the trainees as it was theoretical and more closely resembled formal schooling. Those who underwent this classroom training thought that it was very beneficial and appreciated the very close supervision received from the Foreman or the leading hand during the training period.

### Profiles of Trainees

Roy Hayes has lived in Niagara Falls for over 24 years and worked as a welder for another company before joining Fleet. He left when his previous employer moved to Toronto as he neither wanted to live in a big city nor leave the peninsula.

He learned of the training program during his hiring interview. He knew that the company was hiring labour and "as I wanted a job badly I just went along." He always wanted to get into the mechanical line of work and the OJT seemed a good opportunity.

The first two weeks of training were spent in the classroom. "This was a good method of training as I picked up a lot of useful information about tools and types of equipment." Although he found the theoretical work very interesting, he was keen to get out onto the shop floor.

Hayes is an assembler fitter on DC 9 flaps. He thought his training was a great help to him in the work he is now doing. "The training program familiarized me with the whole of aircraft assembly fitting even though I only worked on a small bit at first. When you have been taught all types of tools, safety methods, etc., you are less likely to make so many mistakes. There was always someone to ask, and you were moved around all six jigs." Hayes is really aware of the benefits of training; he has completed an arc-welding course and this year plans to do more advanced welding at night school.

Eric Winslow, an assembler fitter, has lived in Fort Erie for 12 years. He thought the first two weeks of classroom training were very useful if you had no technical knowledge at all. "It was a lot of repetition for me, ruler learning and all that, as I learned it at High School. I was a bit bored but learning the names of the tools and their uses was useful." He was very pleased to get on to the production line but a little apprehensive. "I discovered that the work was easier than it had seemed to be in the classroom."

He thought that the training course has been of particular assistance in riveting, which demands a high degree of skill. "The training program helps you to learn quickly what would otherwise take a long time to pick up and it cuts down the number of mistakes as well."

Eric considered himself a skilled man. He observed that the skills he had acquired could be adapted to other jobs, such as in the car industry, and helps to pick up skills faster. He said he would not move into the car industry because of the repetitive work. He seemed happy working for Fleet: "At Fleet you can work at your own pace and there is variety." This was the first job he had had since leaving school.

James Cleet lives in Crystal Beach, and is married with two children. Before he joined Fleet, he repaired boats at the Colonial Yacht Harbour in Port Colborne his first job after leaving school. He heard about the company from friends who worked there, and was on the job three days after he applied. He is now an assembler fitter, currently working on a large raft assembly for sonar.

He entered the sheet metal course upon his arrival at Fleet, and upon completion switched to metal bonding and later to assembly fitting. He is now familiar with the three operations.

"I wanted a better job than the one I had," he explained. "I enjoy my work – I take pride in assembling structure from a blueprint, laying out all the components and watching the product take form."

In school, he liked working with his hands. He had never done light industrial work before joining Fleet and he found it stimulating. He is still with the company two years after completing the program and has no plans to leave.

Another trainee still with the firm is James Ogilvie who is married with nine children. He was in the construction industry before joining Fleet, and though his wages were high, thought it was dangerous and difficult work and of a seasonal nature. He wanted a career in light industry and is now an assembly fitter.

### Benefits of the Fleet Program

Since the typical trainee was under 35 and moreover the skills acquired in this training program are, generally, transferrable to other industries, especially the auto industry, it is almost certain that the investment is an economically sound and justifiable undertaking.

Mr. Thompson and other staff members were very pleased with the results of training. "The OJT program has managed to turn previously unskilled or low-skilled persons into skilled workers," Thompson said. The fact that Fleet succeeded to increase its labour force from about 250 to over 800 within a year is proof of the success of the program.

It is likely that Douglas Aircraft will soon begin work on the huge DC-10, an Airbus which will carry many passengers. If Fleet is awarded the contract for work on this aircraft, they will initiate a further training program in the Fall.

Fleet occupies a significant place in the economy of Fort Erie and the surrounding district. Rising employment opportunities during the last year have had a healthy impact in the local labour market and economy. The training program at Fleet produced significant benefits not only for the firm, but also for the Fort Erie Region.

# People and Events

Capsule news about people and events in and around the world of labour in Ontario. *Task* will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Appointment

Mr. C. Grant Gibson, P.Eng., has been appointed Canadian Representative on the sub committee on Nuclear Power of the American Society of Mechanical Engineers. Mr. Gibson, who is director of the Department's Safety and Technical Services Branch is also a member of the Reactor Safety Advisory Committee of the Atomic Energy Control Board.

## Labour Legislation Conference

The Department hosted the 27th Annual Conference of the Canadian Association of Administrators of Labour Legislation on August 19-21 at the Royal York Hotel, Toronto. In attendance were several provincial Ministers of Labour and senior administrators of their Departments, as well as federal representatives of the Canada Department of Labour. Among topics discussed were Recent Legislative and Administrative developments, Recommendations of the Goldenberg Report to the CAALL, Federal Task Force on Labour Relations—Major Research Findings, and Human Rights. President for 1968-69 is Mr. Donat Quimper, Deputy Minister of Labour for Quebec.

## International Conference on Human Rights

Dr. Daniel Hill, director of the Ontario Human Rights Commission was a member of the Canadian delegation to the International Conference on Human Rights held in Tehran, Iran, from April 22 to May 13.

The Conference was convened by the General Assembly of the United Nations to promote a detached stock-taking of progress achieved since the adoption of the Universal Declaration, 1948 and a review of existing methods and measures used by the United Nations.

## New Publications

Three new publications are being issued by the Department and are available through the Information Branch.

*Safety in Ontario* is a comprehensive listing of safety information, legislation, literature, films and their source. Also listed are government departments and associations — their authority and jurisdictions.

*Minister's Safety Conference 1967* is a transcript of the proceedings of the second series of Conferences held in Sudbury and London last year.

*Career Selector* describes, for high school counsellors, more than 100 careers for women under the headings of duties, nature of the work, qualifications, training, remuneration and related occupations.

## Publication Awards

*Task* magazine has received two awards for editorial content and design. Placed among the 'top publications in its category' in the 1967-68 Evaluation and Awards Program competition recently held in the US, it received an Award of Merit. In recognition of outstanding performance, the magazine was also the recipient of a Certificate of Merit in the 1968 Awards Program sponsored by the Canadian Industrial Editors Association.

## Canadian National Exhibition

The Department organized five major displays for the Canadian National Exhibition. Exhibits were staffed by 16 hostesses who had been drawn from Toronto high schools and specially trained in the operations of the Department. Each of the hostesses was bilingual and many were multi-lingual.

### *Department of Labour — Ontario Government Building*

The principal exhibit was a seven-minute audio-visual presentation of the operations of the Department.

### *Apprenticeship — Queen Elizabeth Building*

In conjunction with the Food Services Division of the George Brown College of Applied Arts and Technology, the Department presented live demonstrations of cooking and baking by chief instructors and chefs in training.

### *Women's Bureau — Queen Elizabeth Building*

The Women's Bureau presented interesting and unusual occupations for women in a display called 'You're a What?' Visitors met with career women who demonstrated their jobs, which included a flying instructor, medical artist, criminologist, etc.

### *Human Rights Commission — Better Living Centre*

The Ontario Human Rights Commission exhibit was expanded so that visitors could circulate throughout the display.

### *Labour Safety Council — Better Living Centre*

The Labour Safety Council display was completely renovated and new exhibits of safety equipment shown. A feature was the presentation of films and slides pertaining to safety.



### 1968 CNE Exhibits

#### A labour of love for the Province

*The Telegram, August 19, 1968*

They say it only happens in the movies that the studio secretary becomes a movie star but the Ontario Department of Labour found some faces for its filmed exhibit among its office staff.

Really, everyone in the Province is in the Labour show.

This is the message of the 12-screen sound and slide presentation.

As the music plays, and the narrator describes the department's work in training and apprenticeship, in human and civil rights, in labour-management dialogues, in recreation, the pictures are people.

The display was produced by Creative Sight and Sound working in conjunction with the Department's display officer, Jack Crouch of the Information Branch. The show is a member of that family of audio-visual displays which was so popular at the world's fair, and stands up well to inevitable comparisons with its older brothers and sisters.

Its technical engineer, who worked at Expo, rated it above all but one—the Czechoslovakian slide show.

The Department of Labour isn't at the CNE just to put on a show. Two hostesses stay at the theatre to answer questions like: "Does an apprentice get paid when he is in training?", or "Can my wife be apprenticed as a chef?", and to give out pamphlets on the various training programs the department has to offer.

There are five Labour displays at the CNE. The Ontario Human Rights Commission has an exhibit in the Betty Living Centre and there is a Safety In Ontario exhibit in the same building.

In the Queen Elizabeth Building, there are the Women's Bureau, featuring a career opportunity show called "You're A What?" and a revival of last year's demonstrations of cooking and baking by apprentice chefs and bakers.

The exhibits have something for everybody. Even people who love their bosses and have secure jobs with good pay, outlets for their talents and openings for advancement, would enjoy the slides.



Toronto's Mayor William Dennison (left) and 'Mr. Expo', Mayor Jean Drapeau, of Montreal, visited the Department's apprenticeship cooking and baking exhibit. The two chief magistrates were welcomed by hostess Sharon Wood, and sampled food prepared by Chef George Bourbeau.

Representing a broad cross-section of nationalities, 16 girls, ranging in age from 17 to 21, were hostesses in the five Department exhibits at this year's CNE. Each of the attractive young demonstrators was bilingual and several were fluent in a variety of other languages: including Serbian, Italian, Polish and Japanese. From left to right: Pat Farmer, Krystyna Natuszak, Donna North, Susan Byford, Dawn Pither, Gail Kitamura, Carol Stephen, Grace Baboolal, Betty Cavallin, Linda Darraugh, Anne Gargotta, Monica Chaperlin, Judith Hemming, Olivia Grange, Sharon Wood and Susan Sproule.

# View from the House

Eighth in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing the Ontario Department of Labour, Information Branch, 74 Victoria Street, Toronto 1A, Ontario.

## The New Employment Standards Act

New legislation, entitled *The Employment Standards Act, 1968* has been introduced to assure additional basic employment rights to Ontario employers and employees.

All aspects of *The Employment Standards Act* are expected to come within the next several months.

The new Act includes in one major piece of legislation the: Hours of Work and Vacations with Pay Act, Minimum Wage Act, Section 10 of the Wages Act, homemaker provisions of the Industrial Safety Act, equal pay for equal work provisions, holiday and overtime pay.

This consolidation will give employers and employees a more concise picture of their obligations and rights.

The net effect will be to bring Ontario's employment standards more into line with prevailing community standards.

The following are summaries of the major provisions of the Act, and are intended only as a description of the highlights. Copies of the Act are available through the Information Branch, Ontario Department of Labour.

### Holiday pay

An employee who works on a holiday shall be paid at least one and one-half times his regular rate for each hour worked.

The seven statutory holidays are New Years Day, Good Friday, Victoria Day, Dominion Day, Labour Day, Thanksgiving Day and Christmas Day. When New Years Day, Dominion Day or Christmas Day falls on Sunday, the next day is a holiday.

### Hours of work

The provision limiting working hours to eight in a day and 48 in a week has been retained. This gives the Department the authority to control daily hours on a reasonable basis. Example: A 12 hour day for four days would not be allowed but a 9½ hour day for five days may be.

The permit system remains basically the same. Generally overtime permits are required for hours worked beyond the weekly maximum of 48, and can be issued by the Director of The Employment Standards Branch. Unless the nature of the work, or the perishable nature of raw-material being processed requires it, the excess working hours shall not exceed:

a) in the case of an engineer, fireman, full-time maintenance man, receiver, shipper, delivery truck driver or his helper, watchman or other person, who in the opinion

of the Director, is engaged in a similar occupation, twelve hours in each week for each employee; and b) in the case of all other employees, 100 hours in each year for each employee.

An employee need not work more than eight hours in a day and 48 in a week unless he agrees to do so. However, if a collective agreement is in force in the plant which allows an employer to schedule overtime as required, then the employee is deemed to have given his "consent" or "agreement."

These hours of work regulations do not apply to those whose only work is supervisory or managerial in character.

### Section 12 (1) (2) and (3) – Female Employees

The new requirements for midnight shift permits have been included in the Act itself; i.e., providing female employees with transportation to and from work for shifts that begin or end between midnight and six o'clock in the morning.

Girls under 18 shall not work more than six hours overtime in a week (54 hours) nor work between midnight and 6:00 a.m.

### Coverage

Female workers in theatres, hospitals and hotels are now covered by this protection. Employees with a Federal agency in Ontario are not included.

### Section 13 – Meal Periods

The provision for a one-half hour meal period is retained. However, it is recognized that there are certain types of business that operate on a continuing basis and other provisions may be made for them. However, no employee shall work longer than five hours without a minimum eating period of one-half hour. Shorter periods may be allowed by the Director.

### Overtime pay

#### Section 14 (1)

An employee who works in excess of forty-eight hours a week, shall be paid for each hour worked in excess of forty-eight hours at least one and one-half times his regular rate.

### Minimum wages

This part provides general authority for establishment of minimum wages. New levels of minimum wages will be announced later this year and will be based on extensive research of wages and hours in Ontario.

**Section 17 – Handicapped Persons**

The Director may only authorize a lower minimum rate for handicapped persons upon the application of the handicapped person or his employer and only with the consent of the handicapped person or his parent.

**Section 18 – Apprentices**

Apprentices are exempt from minimum wage coverage since The Apprenticeship and Tradesman's Qualification Act establishes minimum rates of pay for them. Apprentices are *not* exempt from the hours of work, vacation pay, or overtime sections of this Act.

**Equal pay for equal work**

Responsibility for equal pay administration is shifted from The Human Rights Code to this Act and the provisions have been strengthened as follows:

**Section 19(1)**

"No employer or person acting on behalf of an employer shall discriminate between his male and female employees by paying a female employee at a rate of pay less than the rate of pay paid to a male employee, or vice versa, employed by him for the same work performed in the same establishment, and which is performed under similar working conditions, except where such payment is made pursuant to,

- a) a seniority system;
- b) a merit system;
- c) a system that measures earnings by quantity or quality of production; or
- d) a differential based on any factor other than sex.

(2) No employer shall reduce the rate of pay of an employee in order to comply with subsection 1."

**Vacations with pay – provisions remain the same****Section 21 (1)**

"Every employee in an establishment shall be given,

- a) an annual vacation of at least one week with pay upon the completion of each twelve months' employment during the first thirty-six months of his employment; or
- b) an annual vacation of at least two weeks with pay upon the completion of each twelve months' employment thereafter."

Also, the computation period for non-continuous employment has been restricted to five years.

The computation of vacation begins from the time the employee commences work. When an employee's employment terminates, he shall be paid for the vacation time earned during the year. Also, an employee shall receive his vacation within ten months after the year end.

**Wage protection****Section 27**

"Every employer shall furnish to every employee at the time wages are paid to the employee, a statement in writing which can be retained by the employee, setting forth,

- a) the period of time or the work for which the wages are being paid;
- b) the rate of wages to which the employee is entitled, unless such information is furnished to the employee in some other manner;
- c) the amount of the wages to which the employee is entitled;
- d) the amount of each deduction from the wages of the employee and the purpose for which each deduction is made;
- e) any living allowance or other payment to which the employee is entitled; and
- f) the net amount of money being paid to the employee."

Also under this legislation the Department may collect arrears of wages, overtime pay and vacation pay of up to \$1,000 for each employee from an employer.

Under previous legislation only an amount equal to the minimum wage for the unpaid portion of the time worked could be collected.

An appeal procedure has been introduced reflecting the spirit of the McRuer Report whereby an employee may ask for a review of the determination of the Department with respect to unpaid wages, overtime pay or vacation pay.

**Enforcement****Section 36 – Penalties**

The maximum fine for violations of the Act has been increased from \$500 to \$1,000 and the minimum of \$25 is deleted.

**Interpretation****Section 1 (c) and (g) – Employees, Homeworker**

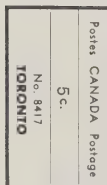
The definition of employee has been expanded to include any person doing homework, to prevent employers from classifying Homeworkers as sub-contractors. This definition clearly establishes an employee - employer relationship. (See – Homeworkers, Part VII)

**Section 1 (e) – Establishment**

The term establishment is used instead of Industrial undertaking and the definition clarified and shortened.

Linda College Library,  
 University of Toronto,  
 3359 Bloor Street East North,  
 Scarborough, Ontario.

7.





News from the Ontario Department of Labour  
Volume 3 Number 3, December 1968

# Task



CA20N  
L  
T10







# Task

Hon. Dalton Bales, Q.C.  
*Minister*

J.W. Preiner  
*Editor*

*Editorial Board :*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

C.G. Gibson  
*Director, Safety & Technical Services*

M.K. Dibble  
*Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.D. Burge  
*Chief, Public Relations and Information Services*

In Sweden the byword is co-operation 4

Statistics and Review 9

Training for Industry : The MVR specialist 14

People and Events 19

View from the House 20

Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Inside cover photo :  
As in Canada, curling is a popular sport in Sweden. The modern Swedes protect this rink with a frameless shelter entirely supported by air pressure.  
Photo courtesy of :  
Nordic Airhalls of Canada Ltd.



# In Sweden In Sweden the byword is co-operation

by Wilfred List  
Labour reporter, Toronto Globe and Mail

Sweden, a country that has experienced only three strikes of major significance in the past 23 years, is the signpost for industrial peace in the Western world.

The peaceful course of Sweden's industrial relations is all the more remarkable considering the country has a work force of more than 3.5 million out of a population of about 7.9 million and that 90 per cent of industrial workers and 70 per cent of white collar workers are union members.

For more than two decades students of labour relations have flocked to Sweden to study its system of industrial relations and to search for the answers to the stability in the country's labour-management relations.

But neither Royal Commissions nor government task forces have been able to bring away with them a magic formula for easing conflict in their own countries. Is it all a mirage, or does Sweden have a secret prescription for avoiding industrial warfare?

## The elements of peace

Industrial peace in Sweden is composed of a variety of elements that are difficult to separate and apply singly as the solution to labour-management problems elsewhere. But, the experience in Sweden offers a guide toward labour-management harmony in other countries.

Sweden is an industrialized country with a high degree of specialization. Its standard of living is comparable to Canada's, and the normal income of an industrial worker is about the equivalent of \$4,000 in United States funds.

But the big difference between Sweden and North America is that, in the Scandinavian country, compromise is preferred by labour and management to conflict and reason to emotion. Unions are fully accepted as equal partners in the Swedish economy and labour has responded by a display of responsibility unmatched in North America. In Sweden, the byword is co-operation.

Labour violence is unknown, picketing is a rarity, wildcat strikes are almost non-existent and both unions and management have a respect for each other seldom found in Canada. It is almost the idyllic state in terms of industrial relations.

Sweden is one of the world's most highly developed industrial countries, yet the stability of its labour relations sets it apart from other developed lands.

The Swedish experience must be viewed against the background of its history and development. The rapid course of economic expansion in Sweden helped to smooth the path of social and labour developments. The homogeneity of the country's population, both in religion and in race, have been important factors in averting disruptive social forces. But perhaps the key to the peaceful path of industrial relations is the high degree of organization in Swedish society. Sweden is characterized by its strongly centralized organizations which have developed over the past 65 years. Almost every element in the society is organized.

Employers in private industry are strongly organized into the Swedish Employers' Confederation, known as SAF, and the greater part of the industrial workers are members of the Confederation of Swedish Trade Unions (LO). White collar workers are also unionized and belong to the Central Organization of Salaried Employees (TCO). To complete the picture, professional employees with degrees are banded together in the Swedish Professional Associations (SACO).

## The pattern for bargaining

SAF, the dominant employer organization, has about 25,000 members employing more than 1.2 million persons. LO, with 1.6 million members, is the authoritative voice of the country's industrial workers; while TCO is the central body for about 50 per cent of the salaried workers.

This high degree of union and employer organization has created a balance of power in Swedish labour relations that has served as a deterrent to conflict and has helped to promote the mutual interest of employers and workers.

Although the big employer confederation and the Confederation of Swedish unions set the pattern in bargaining, employers in banking, insurance, commerce, shipping, agriculture, forestry, and service trades have their own organizations and bargain directly with their union counterparts.

In recent years, the pattern for wage increases has been set in top level bargaining between negotiators for SAF and for LO. This is in direct contrast to the situation in Canada, where the Canadian Labour Congress plays no role in bargaining and no employer federation has wide bargaining powers.

The highly centralized form of bargaining in Sweden precludes the development of many isolated strikes in which small units of workers are pitted against employers, such as we have witnessed in Ontario at the Tilco Plastics and Proctor-Silex Companies. And, because of the virtually 100 per cent organization among industrial workers, strikebreaking and strikebreakers are terms that have no meaning for Swedish employers or unions.

The employer and union organizations in Sweden have a tight power structure. The employers' confederation (SAF) sets its broad policies at a general assembly of 394 delegates, which usually meets once a year. These policies are refined by a general council of 89 members, chosen by affiliated associations, and the application of the council's decisions is carried out by a board of 2 members. But the detailed, day-to-day activities of SAF are directed by the managing director and his staff.

There is a similar structure within LO. A congress, comparable to conventions of the Canadian Labour Congress, meets every fifth year, to discuss the general direction of LO policies. A general council of 140 delegates meets twice a year for a closer look at LO positions. But the real power is in the hands of a 13-member executive board elected by the congress, and headed by the president of LO. TCO, representing the white collar workers has a structure similar to LO.

The Swedish system precludes individual action. Employers must be prepared to subordinate their authority to that of SAF in collective bargaining. Every labour contract must have SAF approval and affiliated members are liable to penalties if they ignore this rule or break the employment in an open conflict by making a separate agreement contrary to the SAF line.

Unions affiliated with LO also have a limitation on their freedom to take an independent course.

LO does not wield as much power over its affiliates as SAF. But any affiliate that calls a strike involving more than three per cent of its membership must have the prior approval of LO, otherwise it forfeits its right to financial assistance from the central organization.

**Last June, Mr. List travelled to Sweden at the invitation of the Swedish government to examine labour relations structure. The following article recounts some of his observations.**

As in Canada, the union members in Sweden are often more militant than their leaders and the general policy of LO in relating its wage proposals to the economic realities of the country sometimes bring rumblings of dissent from sections of the union membership. But, LO policy is invariably supported.

There are also strains and tension inherent in the collaboration at the plant level between the union officials and the employers.

The union officer has to strive for an extension of the rights of workers for a voice in plant decisions and at the same time defend concessions made to the employer.

But despite the problems of attempting to reconcile the interests of the members with that of the employer, the unions in Sweden appear to have more deep-rooted membership support than is the case in Canada.

Perhaps this is because industrial peace in Sweden and collaboration between employers and unions have produced a standard of living in the country trailing only the United States and Canada, and one far above the standard prevailing in the rest of Europe.

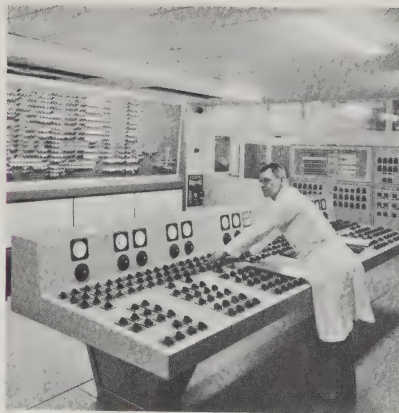
### How it happened

The major foundation of Sweden's current industrial peace is a series of agreements called the Saltsjobaden Agreement named after a resort outside Sweden which has become a traditional meeting ground for the top representatives from labour and management.

These agreements, initiated in the late Thirties, were designed to draw up ground rules for the parties and keep government out of the picture. As a first step, they formed a Labour Market Committee made up of seven representatives from each side. The committee has since become a permanent institution for the discussion of common problems.

The basic agreement reached in 1938 is the under-pinning for labour-management relations in Sweden. It sets out the procedure for the negotiation of labour-management disputes and rules governing dismissals and layoffs, as well as adopting a system of dealing with labour conflicts which threaten essential public services.

The question of whether workers in essential services in Canada should have the right to strike is the subject of intense debate in this country. But in Sweden, the right extends not only to civil servants, but to police and fire departments, and utility and hospital workers.



However, it is questionable whether the right to strike would ever be exercised in a vital service area. Under the Basic Agreement, any conflict that threatens essential public services may be referred to a body known as the Labour Market Council which is composed of three representatives from labour and three from management. The findings of the council are not binding but, because the body is representative of both major power blocks, it is not likely that the parties to a dispute would risk moral censure by rejecting council recommendations.

For 15 years the Council's strength was never put to test. In that period, from 1938 to 1953, there was no conflicts in the public interest sector to darken the Swedish labour-management scene. But in 1953 the country faced the threat of a strike in the electrical generating industry. Positions of labour and management were hardening when the issue was referred to the Labour Market Council. All were aware that failure would bring a renewal of demands for government regulation in public interest cases. The crisis was averted through a unanimous recommendation by the Council which was accepted by the conflicting parties.

Legislation in Sweden covering collective bargaining is not unlike the key provisions of the law in Canadian jurisdictions:

It makes collective agreements enforceable and compels arbitration of disputes over their interpretation; it makes the intervention of a government mediator obligatory if the parties cannot reach agreement on a new contract; and it requires one week's notice of strikes or lockouts if mediation fails.

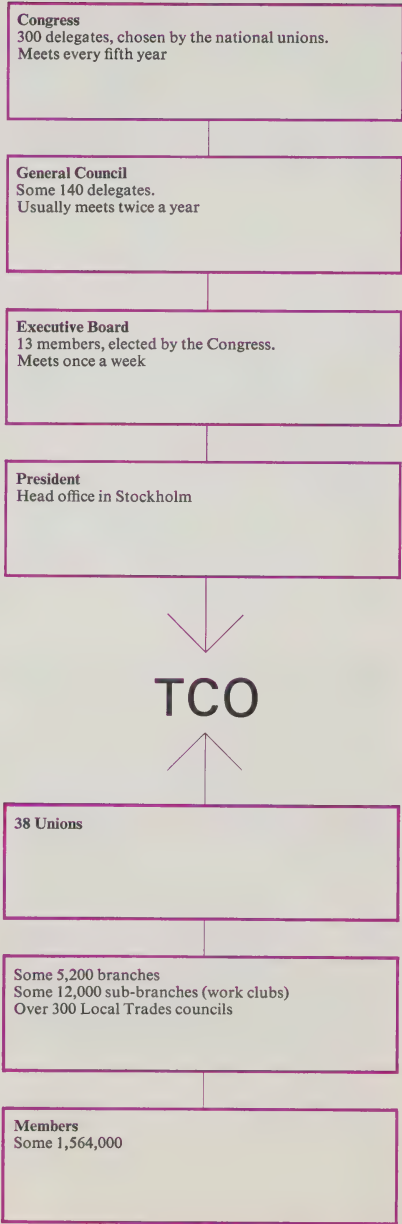
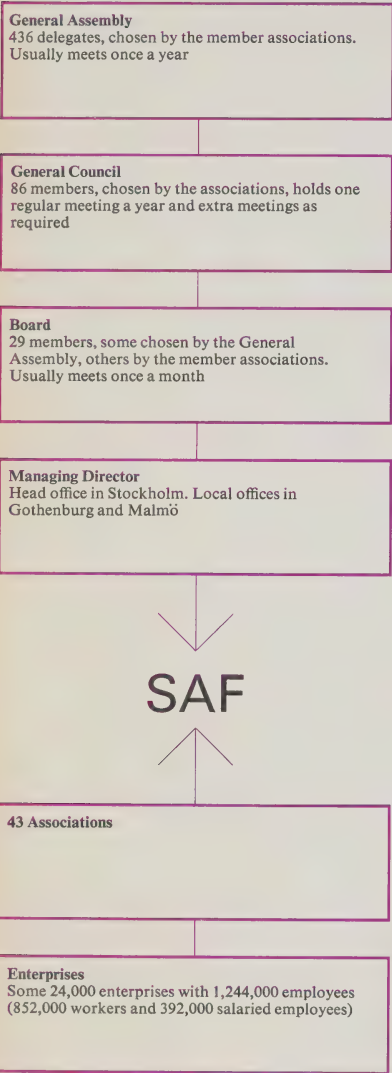
A problem in the central negotiations has been to achieve a balance between the wage issue and the requirements of the individual unions. Central negotiations and trade negotiations usually take place concurrently. But increasingly, the practice has been to bring highly specialized union problems into central bargaining because of the unwillingness of employers to make concessions to the unions involved until they are aware of the cost to be incurred in the central negotiations.

It is one of the characteristics of bargaining in Sweden that the mainspring of debate and agreement is a good knowledge of economic facts that

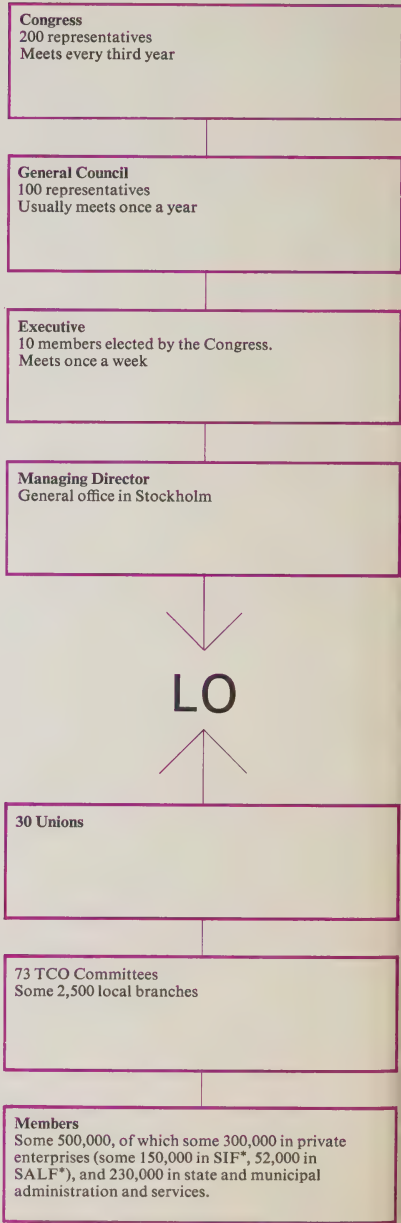


Organisation of  
SAF, LO and TCO

SAF: The Swedish Employers' Confederation  
LO: The Confederation of Swedish Trade Unions  
TCO: The Central Organisation of Salaried Employees



\*SIF: The Swedish Union of Clerical and Technical Employees  
SALF: The Swedish Foremen's and Supervisors' Union





are used not only to justify demands but also to test them in terms of what they mean to the industry and to the country as a whole. Labour in Sweden recognizes that workers can only advance economically through increased production and a healthy economy.

LO and SAF have a joint research bureau preparing wage statistics. In addition, economic data is available from the National Institute of Economic Research and the National Labour Market Board. The parties are free to interpret the statistics to bolster their own positions, but at least there is no argument over the validity of the statistics themselves.

Bargaining is often conducted with the assistance of an impartial chairman, usually a skilled mediator who has served in that capacity before. If negotiations break down, eight district mediators are ready to step in to help solve the dispute in their respective regions – a process not unlike Ontario's conciliation services. In critical situations, the government appoints a special mediator or a three-man mediation commission.

Marathon sessions, familiar to conciliators in Ontario, are carried on around the clock, and usually bring agreement.

The LO – SAF agreements provide for a minimum wage increase, with variations for different regions. But it is up to the individual unions and employer federations to decide how the increase will be applied in an industry or plant.

Unlike the situation in Canada, unions in Sweden do not normally take the agreements back to their membership for ratification. Many unions empower their negotiators to sign the agreement at the bargaining table.

### The right to strike

Although strikes are rare, they have not yet disappeared from the Swedish labour scene. But there are massive deterrents arising out of the very strength of employer and union organizations. The balance of power means that the strike weapon is used with great discretion and works strongly against any show of force. But the system is not infallible. The record is marred by a five-month strike in the metal industry in 1945, by a

nation-wide dispute in the food products industry in the spring of 1953 that ran for five weeks and by a teachers' strike in 1966.

But when strikes do take place, there are no outward signs. Law and order are maintained. Strikebreaking is shunned and employers simply close down.

A major test of Sweden's ability to maintain the peaceful course in industrial relations came in 1966 when the parties faced the toughest and most complicated wage negotiations they had ever experienced.

The deterrent factor inherent in the existence of two major power blocks was vividly demonstrated in those negotiations.

Despite the efforts of a commission appointed to mediate the dispute, negotiations broke down and LO served notice of a ban on overtime. SAF retaliated by giving notice of a lockout for about 570,000 members of LO.

Under these crisis conditions, the commission renewed its efforts and eventually brought about an agreement that reduced the 45-hour work week to a maximum of 42½ hours and provided for a wage increase that incorporated a special allowance for workers with low incomes.

Manfred Nilsson, chief of LO's Information Department, told me: "Both unions and employers are so important in Sweden's highly organized economy that they feel an immense sense of responsibility."

The bargaining between SAF and LO that results in an agreement affecting the entire country is concentrated at the end in the hands of two persons: the chairman of LO, Arne Geijer, and the managing director of SAF, Bertil Kugelberg.

### Wage-rates

Sweden's wage system is based primarily on piece-work rates. Both employers and workers have accepted the need for new methods and techniques to improve productivity. While there is a difference between unions and employers on how to divide the fruits of higher productivity, the unions know that only by improving labour output can they increase wages without impairing the economy.

Piece rates account, in part, for the so-called wage drift in industry – a process under which earnings in some industries rise far higher than the negotiated rates. This later leads to demands for general increases of a size to allow workers in the low wage sector to catch up.

Workers in Sweden are sold on piece rates – a system that is generally opposed by unions in Canada. Much of the in-plant bargaining relates to the piece rates.

Inge Carlsson, plant chairman at a modern shipyard in Gothenburg, told me that the union prefers piece work because it results in higher wages.

"There are some people who say you have to work harder under this system. But it is a matter of working more efficiently."

Piece work is also the basis for computing earnings in the construction industry. New agreements are negotiated for each project. About two-thirds of all hours worked by manual laborers is at piece rates.

### The Labour Court

The matter of Sweden's Labour Court has been raised during discussion of the report of Ontario's Royal Commission on Labour Disputes.

The court, which consists of seven members, including two representatives from labour and two from the employer group, has not had much work in recent years. Its prime task is to deal with grievances arising out of disputes over the interpretation of collective agreements, but the parties have been so successful in resolving their own differences that in 1966 only 28 cases reached the Labour Court.

The court also deals with claims for damages for breach of collective agreements.

In contrast to the recommendations of Ivan C. Rand, who proposed heavy penalties for unions and employees participating in illegal strikes, the Labour Court in Sweden is limited to awarding damages against employees and unions for losses incurred as a result of illegal action. The liability of an employee is limited to about \$45. The union can exculpate itself if it can show that it made every effort to dissuade the members from their course.

The award of the Court is final. But there is seldom any quarrel with a decision by the Court, because it has won the confidence of all parties by its balanced judgements.

One of the issues that does not intrude into the bargaining scene is union security. Compulsory union membership clauses are forbidden by SAF for any agreements held by its members. But since unions are fully accepted and have such a high degree of organization, the lack

of union security clauses does not pose any problem for the unions.

Sweden can point the way for labour in Canada in the matter of structure. In contrast to the more than 110 unions in this country, Sweden has only 37 within the LO group, and this number is to be reduced to 32.

By adopting the principle that all workers within one industry, whatever their trade, should belong to the same union, LO has been able to eliminate jurisdictional fights within and between unions.

But centralization also has its critics. Here is how SAF sees the situation as explained by a SAF official:

Concentration of decision-making within SAF means that it is not always possible for the employer federation to carry out the wishes of individual employers. But this must be weighed against the need for maintaining a united front of employers to preserve a bargaining system that prevents union whip-sawing tactics – by playing one employer off against another.

SAF believes that without industry-wide bargaining in periods of labour scarcity, wages would spiral and many firms would find themselves at a serious disadvantage.

The unions see in industry-wide bargaining an opportunity for achieving their goal of gaining equal pay for equal work for all employees.

Although the bargaining has been at the central level, local unions, or clubs as they are called in Sweden, have not withered. They have been busy with local piece-rate negotiations, works council activities, handling of grievances and educational and recreational programs.

The works councils underline the spirit of co-operation between labour and management in Sweden. Also indicative of their relationship is the fact that both SAF and LO have jointly published booklets outlining some areas of their co-operation – a sharp contrast to the separate compartments in which the two parties function in Canada.

Co-operation between unions and employers is carried into every phase of industry, from industrial safety to vocational training. The works councils have had ambitious goals, but as in Canada, their achievement has not always matched their aspirations. But they have played an important role in improving productivity.

Co-operation is also carried into the difficult and often controversial area of work study, important in Sweden because of the role piece work plays in determining the income of workers.

The joint enterprises also extend to the white collar sphere under arrangements between SAF and TCO and its affiliated federations.





This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 12



### C1

#### Volume of Conciliation Activity Under Ontario Labour Relations Act July, August and September, 1968 and 1967

Officer Stage	Disputes		Employers		Employees	
	1968	1967	1968	1967	1968	1967
<i>In Process</i>						
July 1st	284	177	343	229	46,444	19,999
Referred during period	336	223	358	280	50,668	57,965
<b>Total</b>	<b>620</b>	<b>400</b>	<b>701</b>	<b>509</b>	<b>97,112</b>	<b>77,964</b>
<i>Disposition</i>						
Settled	190	124	221	153	22,946	10,986
Referred to Boards	7	16	7	17	10,233	1,452
No Board	194	117	227	170	33,443	53,768
Lapsed	1	0	1	0	6	0
Mediator	0	1	0	1	0	160
<b>Total</b>	<b>392</b>	<b>258</b>	<b>456</b>	<b>341</b>	<b>66,628</b>	<b>66,366</b>
<b>Board Stage</b>						
<i>In Process</i>						
July 1st	15	25	34	31	6,154	3,076
Referred during period	7	16	7	17	10,233	1,452
<b>Total</b>	<b>22</b>	<b>41</b>	<b>41</b>	<b>48</b>	<b>16,387</b>	<b>4,528</b>
<i>Disposition</i>						
Settled prior to hearings	0	1	0	1	0	112
Settled during hearings	3	8	3	9	294	519
Board Report	10	12	29	12	5,719	1,216
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>13</b>	<b>21</b>	<b>32</b>	<b>22</b>	<b>6,013</b>	<b>1,847</b>



C2  
Volume of Conciliation Activity  
Ontario Department of Labour January to September, 1967 and 1968

Officer Stage	Disputes		Employers		Employees	
	1968	1967	1968	1967	1968	1967
<i>In Process</i>						
January 1	178	151	253	192	28,110	20,721
Referred during period	1,215	965	1,569	1,490	206,518	144,116
Total	1,393	1,116	1,822	1,682	234,628	164,837
<i>*Disposition</i>						
Settled	561	450	677	641	59,786	44,448
Referred to Boards	42	71	77	80	36,831	14,581
No Boards	556	444	817	784	105,639	93,718
Lapsed	6	7	6	7	1,888	331
Mediator	0	2	0	2	0	161
Total	1,165	974	1,577	1,514	204,144	153,239
<i>Board Stage</i>						
<i>In Process</i>						
January 1	15	33	29	49	2,976	14,466
Referred during period	42	71	77	80	36,831	14,581
Total	57	104	106	129	39,807	29,047
<i>Disposition</i>						
Settled prior to hearings	1	2	1	2	75	202
Settled during hearings	9	34	11	45	617	5,170
Board Report	38	48	85	56	28,741	20,994
Lapsed	0	0	0	0	0	0
Total	48	84	97	103	29,433	26,366

\*Dispositions – Officer Stage not marked “Construction”  
are in other industries.

LB1  
Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
July to September, 1968

Type of Case	Number Received							
	July		August		September		Total	
	1968	1967	1968	1967	1968	1967	1968	1967
Certification	88	79	78	93	84	84	250	256
Termination	1	6	10	7	8	8	19	21
Successor Status	1	3	—	1	—	1	1	5
Strike Unlawful	4	8	—	3	7	1	11	12
Lockout Unlawful	—	—	—	—	—	1	—	1
Prosecution	19	14	5	4	10	3	34	21
Section 65	8	22	9	22	14	10	31	54
Miscellaneous	2	6	5	5	7	8	14	19
Total	123	138	107	135	130	116	360	389

Type of Case	Number Disposed of							
	July		August		September		Total	
	1968	1967	1968	1967	1968	1967	1968	1967
Certification	94	73	84	76	85	93	263	242
Termination	4	6	4	3	5	6	13	15
Successor Status	3	3	—	1	2	2	5	6
Strike Unlawful	2	5	1	8	4	2	7	15
Lockout Unlawful	—	8	—	—	1	1	1	9
Prosecution	17	15	3	11	6	8	26	34
Section 65	12	14	12	15	24	15	48	44
Miscellaneous	9	6	1	9	2	7	12	22
Total	141	130	105	123	129	134	375	387

## LB2

Number of Cases Dealt with by the Ontario Labour Relations Board  
April to September, 1968

Type of Case	Number Received		Number Disposed of	
	1968	1967	1968	1967
Certification	523	513	529	502
Termination	28	46	25	39
Successor Status	10	6	13	7
Strike Unlawful	25	29	22	27
Lockout Unlawful	3	12	4	12
Prosecution	55	55	51	54
Section 65	94	91	109	88
Miscellaneous	34	32	30	42
<b>Total</b>	<b>772</b>	<b>784</b>	<b>783</b>	<b>771</b>

## T1

Apprenticeship Training Conducted by the Industrial Training Branch by Fiscal Year (1)

Apprentices	1964-65	1965-66	1966-67	1967-68	1st Qtr.	2nd Qtr.
					1968-69	1968-69
Active apprentices at end of period						
In regulated trades	9,813	10,613	12,407	13,438	13,706	13,890
In non-regulated trades	1,529	1,841	2,639	2,886	2,840	2,700
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>16,546</b>	<b>16,590</b>
Registrations during the period						
In regulated trades	4,243	4,174	5,598	5,315	1 171	1,275
In non-regulated trades	948	838	1,551	1,136	268	130
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>1,439</b>	<b>1,405</b>

1 Fiscal year starts April 1st, and ends March 31st.

## T2

Apprenticeship Registrations with the Industrial Training Branch  
by Month, 1966, 1967 and 1968

Month	Regulated Trades			Non-Regulated Trades			Total		
	1966	1967	1968	1966	1967	1968	1966	1967	1968
January	405	645	437	116	139	68	521	784	505
February	316	482	380	84	195	124	400	677	504
March	387	467	360	104	189	73	491	656	433
April	405	329	425	46	128	73	451	457	498
May	343	399	387	186	75	101	529	474	488
June	309	455	359	91	122	94	400	577	453
July	333	427	273	72	71	40	405	498	313
August	360	465	436	82	110	41	442	575	477
September	548	466	566	131	49	49	679	515	615
October	522	535	—	117	77	—	639	612	—
November	564	529	—	163	107	—	727	636	—
December	620	533	—	140	132	—	760	665	—

## T3

## Trainees in short-term in-plant training conducted by the Industrial Training Branch by Month, 1968

Month	In training at end of previous month		Added during month		Discontinued during month		Completed during month		In training at end of month	
	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**	Under TVTA*	Under OTA**
January	496	812	49	536	44	38	155	298	346	1,012
February	346	1,012	53	611	82	39	99	218	218	1,366
March	218	1,366	38	639	67	51	189	664	0	1,290
April	—	1,290	—	338	—	58	—	292	—	1,278
May	—	1,278	—	463	—	83	—	457	—	1,231
June	—	1,231	—	520	—	104	—	465	—	1,152
July	—	1,152	—	383	—	118	—	387	—	1,030
August	—	1,030	—	188	—	73	—	218	—	927
September	—	927	—	521	—	100	—	355	—	993

\*Technical and Vocational Training Agreements of 1961.

\*\*Occupational Training of Adults Act of 1967.

The data relating to short-term in-plant training in this Table shows trainees under both the Technical and Vocational Training Agreements (TVTA'S) of 1961 and the Occupational Training of Adults (OTA) of 1967. The TVTA's were terminated on March 31st, 1967, but training continued under them during a one-year phase-out period while provisions of the OTA Act were gradually put into operation. Figures for March, 1968 indicate the end of this phase-out period.



## Sweden

The areas of dispute between unions and management in Sweden are narrower than they are in Canada because many of the fringe benefits incorporated in Canadian collective agreements, often after bitter conflict, are written into that country's social legislation. All workers are entitled by law to one month's vacation with pay a year if they have worked a full year; a national pension is augmented by a supplementary pension financed by the employers, with contributions based on a percentage of earnings, as required by the National Insurance Act; health benefits are covered under Sweden's national medical services plan.

The question of protecting employees from the impact of technological change is one that commands the attention of unions, management and the State. Recently, legislation was adopted giving employees of 60 or over who are laid off a monthly salary of about \$160 when unemployment insurance expires and until the worker becomes eligible for a pension at age 67.

### Labour Market Board

The problem of dealing with the impact of technological change and rationalization of industry is as acute in Sweden as it is in Canada. But there appears to be a broader-based, better-organized program in Sweden that is carried out within the framework of the country's Labour Market Board.

The Board has many of the functions of Canada's Manpower Department, but despite the fact that it is not a department of government, resources at its command are far greater, and so is its authority. The governing body of the Board consists of labour and management representatives and two members of the Board.

Its functions cover every phase of manpower and employment policies, all directed towards the goal of full employment. It has the power to initiate and terminate public works projects consistent with employment conditions; it initiates mobility programs that include provision for the purchase of houses owned by workers who are forced to seek employment elsewhere; it undertakes retraining schemes and makes recommendations for the release of tax-free profits that

industry is permitted to place into a reserve fund for future use at a time when the Swedish economy or a region needs to be stimulated.

Labour Market Board policy has been effective if it is to be judged by the country's unemployment rate. The rate last February was 2.7. In June it was 1.6.

The Board also runs the country's employment service, one of the most efficient in the Western world.

The entire arsenal of labour market measures are applied, according to the need, if there is a shortage of employment opportunities. Public employment is expanded, vocational training is intensified and the pace of public building and construction is accelerated.

One of the most valuable features of the co-operation among all groups in the labour market is the Swedish employers' practice of reporting in advance to the National Labour Market Board any anticipated layoffs and planned curtailment or discontinuance of production, as well as any plans to recruit labour.

The Board is also the supervising authority for the Swedish system of voluntary State-supported unemployment insurance. The funds are set up by trade union organizations. The funds are open to non-union members. And it is also possible for domestic workers and self-employed persons to join the funds.

Swedish employers and unions have also co-operated to form a joint insurance company to provide special group life insurance. The company, called the Labour Market Insurance Company, was formed in 1962 and has become Sweden's largest life insurance company with more than 100,000 employers and more than 1,100,000 workers as policyholders.

### Job training

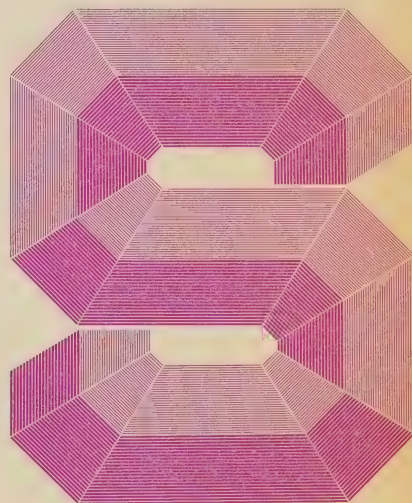
Both SAF and LO place great emphasis on education. SAF operates a Supervisory Training Institute, which provides training in non-technical subjects for about 1,500 supervisors a year at its up-to-date boarding school, Skogshem, just outside Stockholm. SAF also runs an institute for the promotion of industrial efficiency and has even arranged courses in time and motion studies for LO officials.

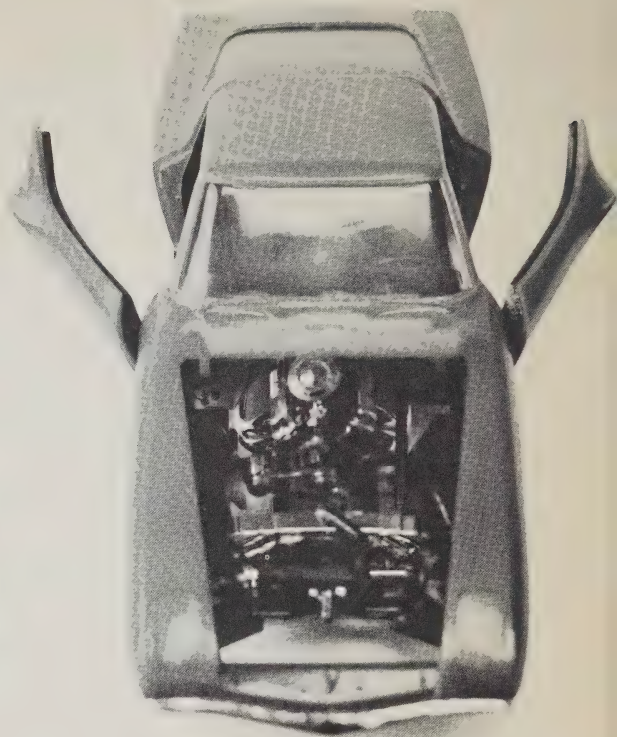
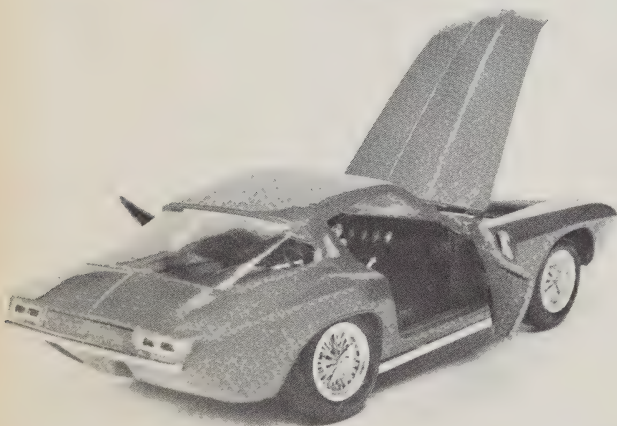
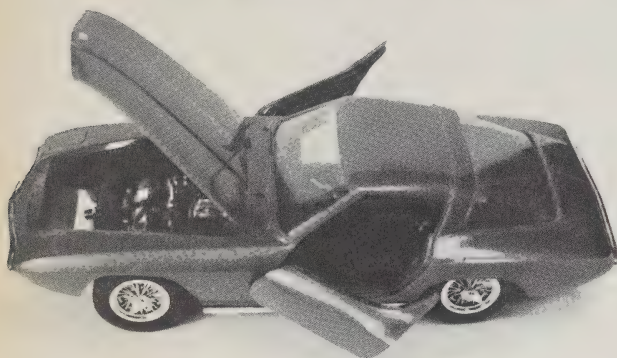
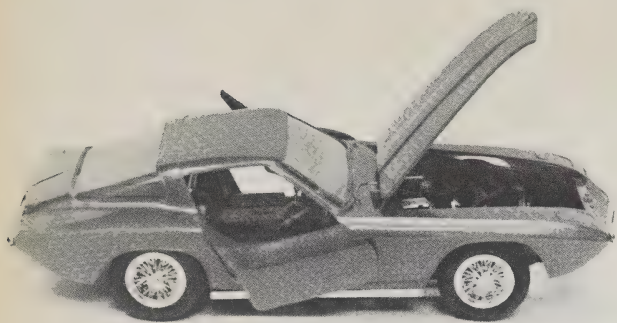
LO has several schools which offer courses from a week to three months in a wide range of subjects, including political economy, safety practices, trade union problems, and social psychology. TCO has similar educational projects for white collar workers.

There is growing stress in Sweden on the need to understand the individual and to help him cope with his problems. Although Sweden is a highly organized society, the welfare of the individual is receiving high priority.

Sweden offers many lessons for Canada. The Swedish system cannot be applied to Canada in its entirety as a pattern for labour relations in this country; but something of the spirit that prevails in Sweden could offer Canadian labour and management hope for improvement in their relations.

Perhaps it's time now not only for a closer look at how labour and management get along in Sweden, but for an effort by the two parties in this country to apply the lessons of Sweden in their own relationships.







# Better jobs through training: The MVR Specialist

Third in a series of profiles describing the role of the Ontario Department of Labour in providing short-term skill acceleration programs for industry.

The growth of the automobile industry in Canada has expanded to the point where we now have a passenger car for every four people. As this trend continues, the pressures on the automotive service trades and their personnel become greater. In this issue we examine the new regulations, trades definitions and training systems now being implemented by the Department for the motor vehicle repair trades.

During the past two years, the Industrial Training Branch of the Department made an extensive review of problems in the motor vehicle repair trade area.

The initial aim of the Motive Power Trades Study was to evaluate the effectiveness of the existing methods for training and certification of tradesmen for the Motor Vehicle Repair Trade, and to make recommendations for revisions of the existing trade regulations so that they would be more realistic in meeting the present day needs of the trade. At the outset, it was found necessary to extend the study to include specialized trades within the trade group that, although uncertified, were emerging as separate and distinct occupations.

Contributing to the study were 19 Local Apprenticeship Committees and three trade associations comprised of the Autobody Repair Association, the Garage Operators Association, and the Ontario Retail Gasoline Dealers Association.

Under the old regulations, a repairer could be issued a Certificate of Qualification in three branches of the trade: Branch A Motor Vehicle Repair; Branch B Body Repair; Branch C Fuel and Electrical Systems Repair.

A study of licenses issued by the Department revealed that, during the period from January 1937 to January 1967, a total of 11,798 Certificates of Apprenticeship and 34,721 Certificates of Qualification were issued to persons supposedly working in the motor vehicle repair trade, as compared to only 132 certificates for those in specialist trades. It was obvious however, that there were many cases of persons occupied in the trade who were well versed in a particular specialty, but were unable to obtain a certificate in a broad trade area.

For example, one man who was employed in a wheel alignment shop since 1956 was unable to acquire a Class A certificate in three examination at-

tempts. Yet a review of the examination results revealed that his knowledge of front end alignment was substantially higher than that of the average mechanic.

Similar results were experienced in many specialty shops throughout the province.

As a result of findings such as these, other recommendations contained in the study, and subsequent numerous meetings and consultations, the entire motive power trade structure is now being reorganized and the present A, B, C designation replaced.

Now, new legislation makes provision for the recognition of the many areas of specialization which have developed in the motive power trades group through the development of a specific Regulation for each of the following: Motor Vehicle Mechanic; Fuel and Electrical Systems Mechanic; Alignment and Brakes Mechanic; Transmission Mechanic; Auto-Body Repairer; Heavy Duty Equipment Mechanic; Automotive Machinist; Motorcycle Mechanic; Truck-trailer Repairer; Service Station Attendant; Auto-body Painter.

The same general formula of training will apply to these trades as applies to the present Motor Vehicle repairer, except that the duration of training time will vary from two periods of 1,800 hours each for the Service Station Attendant whose duties will include such items as oil changes, grease jobs, packing wheel-bearings, balancing wheels, etc., to five periods of 1,800 hours each for the Motor Vehicle Mechanic or the Heavy Duty Equipment Mechanics who are general mechanics in their own types of equipment, generally definable as on-highway and off-highway respectively.

Requirements for certification to these trades are shown in table 1.

New, more comprehensive schedules of training have been developed for these trades to include the latest refinements in automotive technology and equipment. Items such as automotive air-conditioners and emission control devices, for instance, are included where applicable.

Some of the new Colleges of Applied Arts and Technology are now ready to handle the in-school training for all of these trades.

New Certificate of Qualification examinations are being developed, in co-operation with representatives of the industries involved, in order to make them more practical and meaningful. Pilot projects are already being run on selected groups of tradesmen in order to assess the accuracy and validity of one of the newly-developed examinations.

It is anticipated that this re-structuring of the training system for the motive power trades group will eliminate many of the problems which have been encountered previously, e.g., persons employed in a transmission repair shop will no longer be required to spend



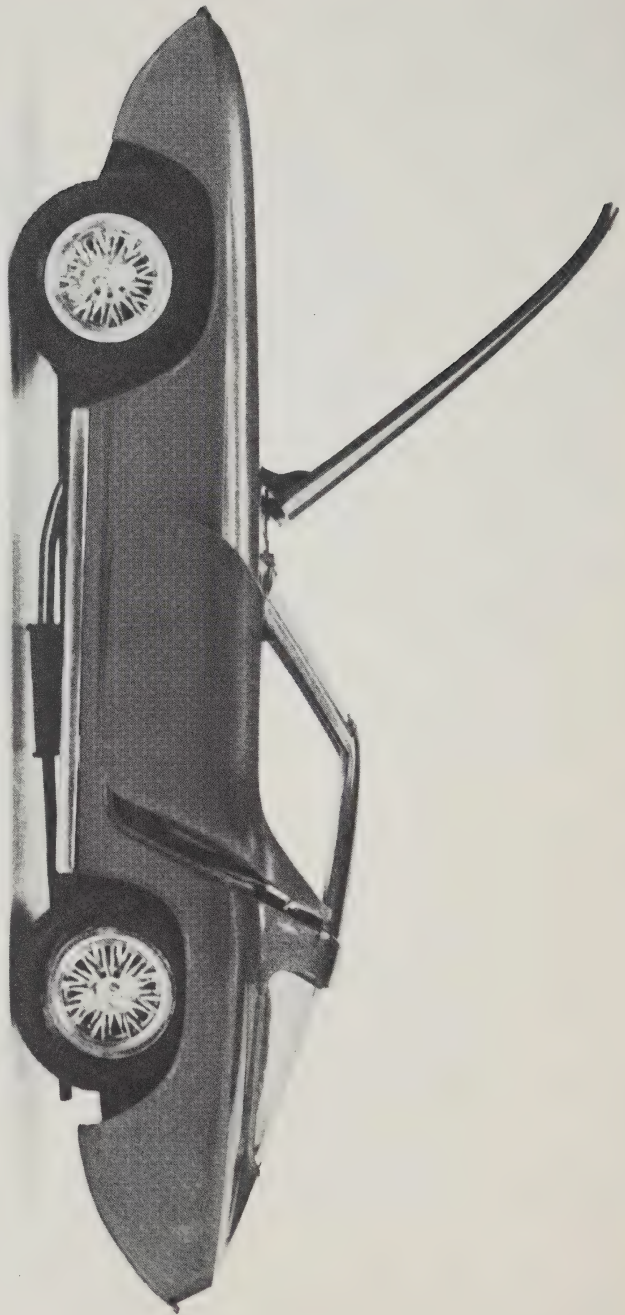
five periods of apprenticeship as a Motor Vehicle Repairer – Branch A attempting to learn enough, about those parts of a motor vehicle which he possibly never sees, to enable him to pass the Certificate of Qualification examination for that trade. Rather, he will spend three periods of apprenticeship learning about transmissions and other related subjects, and will then write an examination on that particular trade. The same theory will apply to all of the trades in this group.

Provision is also being made for interchangeability of credits within the trade group, particularly for those wishing to move from a 'specialty' classification to that of Motor Vehicle Mechanic. (Table 1).

Lateral movement, within the structure, between 'Motor Vehicle Mechanic' and 'Heavy Duty Equipment Mechanic' is also provided. A person holding a Certificate of Qualification in one of these two trades, and wishing to become employed in the other, must provide proof of two years experience in, or take two periods of training and instruction as an apprentice in the trade to which he wishes to move. The satisfying of either one of these two criteria would make the person eligible to try the examination for the trade to which he is moving and a successful examination attempt qualifies him as a dual Certificate holder.

In addition to this training program, individual company and industry sponsored training courses, generally of a short term nature, are offered on a non-regular basis.

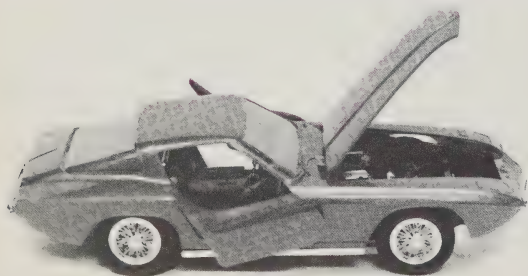
Short-term training courses, ranging from 160 hours to 1,000 hours are also offered to individual companies, with a tailor-made schedule of training written to reflect the needs of that particular company and industry, for the upgrading of skills of persons employed by the company. This plan provides for reimbursement to the company of some of the cost of the training program. This cost is shared between the Government of Ontario and the Government of Canada.



**Table 1**  
**Basic MVR Requirements**

Trade Name	Regulations	Certification	Educational requirements	Training duration and school attendance and facilities	Training abatements for academic achievement	Credit to MVR
Truck Trailer Repairer	Yes	Compulsory	Grade 10	3 periods of 1800 hours. School attendance to be determined and facilities	200 hours per period for Grade 12	2 periods
Auto Body Repairer	Yes	Compulsory	Grade 8 or equivalent and/or suitable practical training or experience	4 periods of 1800 hours. School attendance – Basic, Advanced	400 hours per period for Grade 12 specializing in Body Repair	
Automotive Painter	Yes	Voluntary	Grade 8 or equivalent and/or suitable practical training or experience	2 periods of 1800 hours. School attendance – 8 weeks. Basic available	None	None. 1 period of 1800 hours toward Repair
Heavy Duty Equipment Mechanic	Yes	Voluntary	Grade 10	5 periods of 1800 hours training. School attendance – Basic, Intermediate, Advanced. Some facilities available	200 hours per period for Grade 12. 600 hours per period for Grade 12 plus successful completion of approved pre-apprentice course. 200 hours per period for Grade 10 plus successful completion of approved pre-apprentice course.	3 periods
Automotive Machinist	Yes	Voluntary	Grade 10	4 periods of 1800 hours training. School attendance – Basic, Advanced. Early in 1968	1 period of 1800 hours for Grade 12 specializing in Auto Mechanics, or Machine Shop Practices	3 periods
Motor Vehicle Mechanic	Yes	Compulsory	Grade 10	5 periods of 1800 hours training. School attendance – Basic, Intermediate. Advanced available	600 hours per period for Grade 12 specializing in Auto Mechanics. 200 hours per period for Grade 12 General	

Motorcycle Mechanic	Yes			To be determined by Motorcycle PAC when formed		2 periods
Fuel and Electrical Systems Mechanic	Yes	Compulsory	Grade 10	3 periods of 1800 hours School attendance. Basic, Advanced available	600 hours per period for Grade 12 specializing in Auto Mechanics. 200 hours per period for Grade 12 General	2 periods
Transmission Mechanic	Yes	Compulsory	Grade 10	3 periods of 1800 hours School attendance. Basic, Advanced available	600 hours per period for Grade 12 specializing in Auto Mechanics. 200 hours per period for Grade 12 General	2 periods
Alignment Brakes Mechanic	Yes	Compulsory	Grade 10	3 periods of 1800 hours School attendance. Basic, Advanced available	600 hours per period for Grade 12 specializing in Auto Mechanics. 200 hours per period for Grade 12 General	2 periods
Service Station Attendant	Yes	Voluntary will become compulsory	Grade 8	2 periods of 1800 hours School attendance one 10-week course (Technical)	200 hours per period for Grade 12 General. 600 hours per period for Grade 12 specializing in Auto Mechanics	1 period with Grade 10





# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance

## 10,000 Elevators

The Elevator Inspection Branch recently approved the 10,000th 'lifting device' to be installed since June, 1954, when the branch first assumed responsibility for inspection of such devices.

In 1954 there were only some 7,500 elevating devices of all kinds operating in Ontario. Today, the overall figure is 15,920 and, allowing for those older devices which are dismantled each year, the total is increased by nearly 1,000 new installations each year.

It is estimated that in North America an accident of any kind occurs only once in 85 million passenger trips on an elevator.

In contrast to inspections carried out on the sleek passenger elevators of today, the branch still conducts a dangerous twice-yearly inspection of the Niagara Spanish Aerocar which swings high across a scenic section of the gorge at Niagara Falls. Its car was completely renewed in 1968.

Inspections have been conducted by the Department for the last 35 years and the fee was paid by the owners in Spain. Ownership of the installation reverted to the Niagara Parks Commission in October this year.

## Pilot Project for New Canadian Tradesmen

More than 180 New Canadian tradesmen, including Italian, Portuguese, Spanish, Yugoslavian, Greek, Israeli, Oriental, Arabic and Polish have recently completed the first 12 weeks of an occupational English language training course.

Many tradesmen coming to Ontario from other countries have, in the past, failed the Department's examination for certification because of a lack of understanding of English, trade terminology or misinterpretation of questions by an interpreter, and the project was launched to overcome these handicaps.

The course consists of training in basic English and trades terminology. Classes in basic English were conducted two and one-half hours per night, four nights per week for 12 weeks. Successful students reached at least the unit 10 level of English in the Ontario Citizenship Branch Program in order to qualify for the second half of the project.

The second half of the course, to be completed this month, consists of an eight week course in trade terminology conducted four nights per week for two and one-half hours per night.

Upon completion of the second half of the course, students will write their trade examinations without the assistance of an interpreter and their results will be assessed by a research team.

Students selected were all non-English speaking qualified tradesmen who had been granted a Provisional Certificate of Qualification by the Department.

## Construction Display

A project that began as a construction orientation day was recently expanded into four Construction Half-Days at the Terauley Campus of George Brown College, Toronto.

The event, first of its kind in Ontario, was attended by 800 students from almost 30 Metropolitan Toronto secondary schools. The students were conducted throughout the College shops and given an opportunity to meet and chat with apprentices, staff members, guidance counsellors and industry representatives in a real work environment.

Planning for the event was handled by a committee composed of representatives of government departments, public bodies and construction industry organizations.

The enthusiasm displayed by the students for the George Brown sessions may lead to similar programs at other colleges.

## New Publications

The following publications have recently been prepared by the Department and are available through the Information Branch:

*Safety on Elevating Devices* (folder) describes the role of the Elevator Inspection Branch and lists highlights of the Elevators and Lifts Act.

*Safety on Construction Hoists* (folder) lists highlights of the Construction Hoists Act.

*Wages, Hours and Overtime Pay Provisions in Selected Industries* describes a number of working conditions for non-supervisory employees in selected industries in the manufacturing, trade and service sectors of Ontario's economy in 1967.

# View from the House

Ninth in a series designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing the Ontario Department of Labour, Information Branch, 74 Victoria Street, Toronto 1A, Ontario. The Employment Standards Act, 1968

## Minimum wages

Effective from January 1st, 1969 the minimum wage rate in Ontario is raised from \$1.00 an hour to \$1.30 an hour in general industry, and from \$1.25 to \$1.55 in the construction industry.

## Handicapped Persons

The Director may only authorize a lower minimum rate for handicapped persons upon the application of the handicapped person or his employer and only with the consent of the handicapped person or his parent.

## Apprentices

Apprentices are exempt from minimum wage coverage since The Apprenticeship and Tradesman's Qualification Act establishes minimum rates of pay for them. Apprentices are *not* exempt from the hours of work, vacation pay, or overtime sections of this Act.

The new rates have been extended to persons engaged in the boarding or breeding of animals, the raising of fur-bearing animals, veterinary services, livestock registration, egg grading, flax processing, greenhouse and nursery operations, landscape gardening, mushroom growing, the growing of flowers for wholesale and retail trade, silviculture, tree trimming and surgery, growing, transporting and laying of sod, and the commercial dusting or spraying of hedges, lawns and trees, except orchards.

The following is the new minimum wage schedule.

	Present Rate	Effective January 1 1969	Effective October 1 1969
General Minimum	\$1.00/hr	\$1.30/hr	
General Learner Rates (4 months maximum)	.90/hr	1.20/hr	
Construction Rate	1.25/hr	1.55/hr	
Student Rate, General	.80/hr	1.00/hr	
First Month Summer	.70/hr	.90/hr	
Fruit and Vegetable Processing	.90/hr	1.30/hr	
Hotels, Tourist Resorts, Restaurants and Taverns	1.00/hr	1.15/hr	\$1.30/hr
Learners in this Industry (1 month maximum) (Increase in deductible allowance for room and/or board)	.90/hr	1.00/hr	1.15/hr
Taxis - 35% of proceeds, or Delivery and Shoe Shine Boys	.75/hr .60/hr	1.15/hr .90/hr	1.30/hr
Ambulance Driver and Helper		1.30/hr	(if work is less than 48 hours per week)

(continued)

62.40/wk (flat minimum,  
if hrs. exceed 4  
and no records  
kept)

## Overtime Pay

An employee who works in excess of forty-eight hours a week, shall be paid for each hour worked in excess of forty-eight hours at least one and one-half times his regular rate.

New regulations have been promulgated under the Employment Act pertaining to computation of overtime pay for the following industries. Regulations come into force on January 1, 1969.

1. Road Building Industry - Ontario Regulation 370/68  
*Class A and Class B*

Class A - a rate of time and one-half is established for each hour in excess of 55 hours in a week.

Class B - a rate of time and one-half is established for each hour in excess of 50 hours in a week.

2. Hotel, Motel, Tourist Resort, Restaurant and Tavern Industry - Ontario Regulation 367/68. Establishes a rate of time and one-half for each hour worked in excess of 55 hours a week for seasonal employees.

3. Highway Transport Industry - Ontario Regulation 372/68. Establishes a rate of time and one-half for each hour worked in excess of 60 in a week for drivers. Standby or other non-driving hours are not included.

4. Taxi Industry - Ontario Regulation 373/68. Employers are exempt from the provisions of the Act.

5. Sewer and Watermain Construction Industry - Ontario Regulation 368/68. Establishes a rate of time and one-half for each hour worked in excess of 50 hours in a week.

6. Local Cartage Industry - Ontario Regulation 375/68. Establishes a rate of time and one-half for each hour worked in excess of 55 in each week for drivers and drivers' helpers.

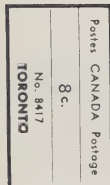
7. Interurban and Municipal Transportation Industry - Ontario Regulation 369/68. Establishes a rate of time and one-half for each hour worked in excess of 48 in each week for bus drivers or operators of other vehicles in this industry.

Standby or other non-driving hours are not included. School bus services are not included.

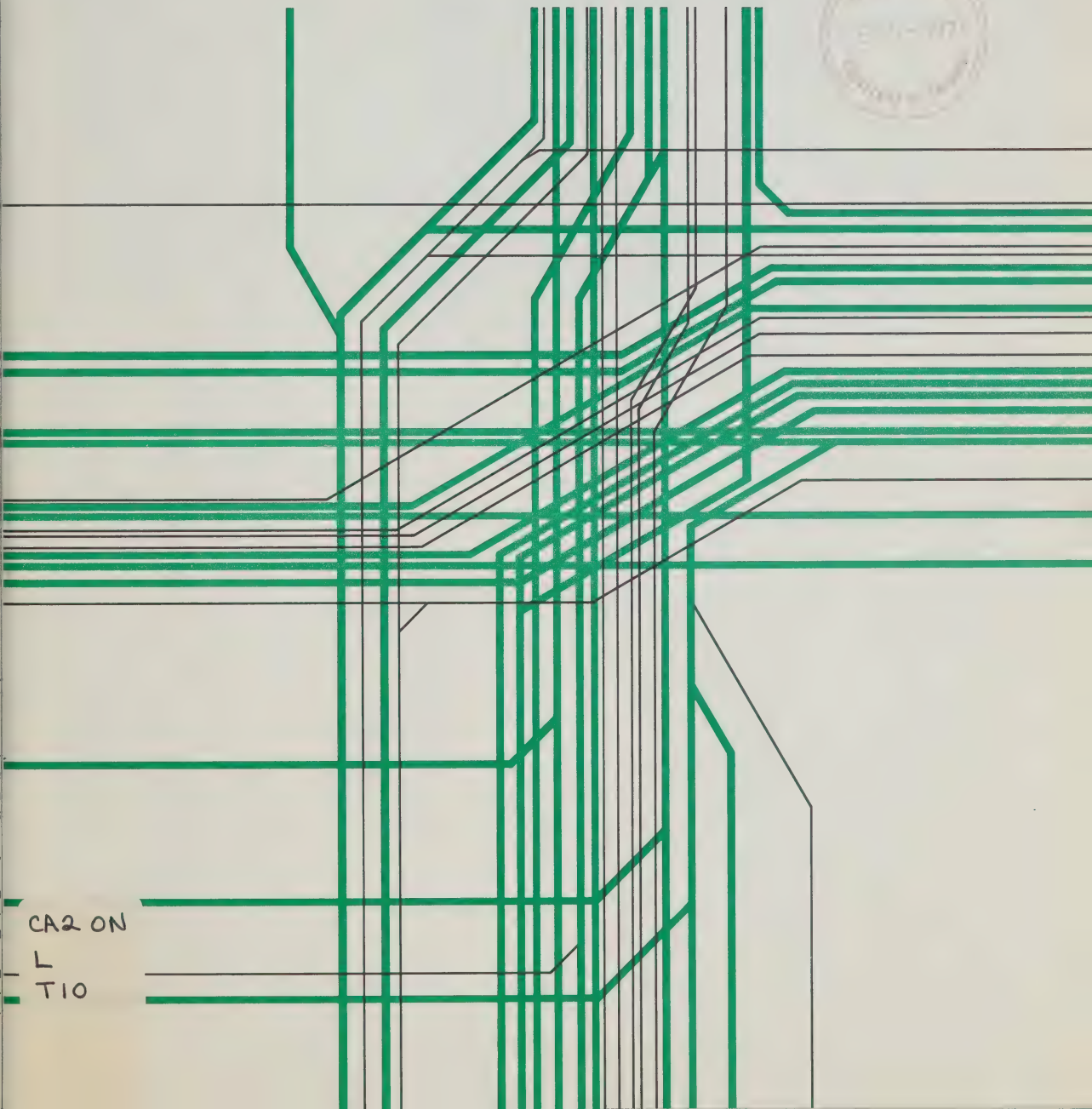
8. Fruit and Vegetable Processing Industry - Ontario Regulation 374/68. Establishes a rate of time and one-half for each hour worked in excess of 60 hours in a week for seasonal employees.

9. Ambulance Service Industry - Ontario Regulation 371/68. A minimum weekly wage of \$62.40 is established for ambulance drivers, drivers' helpers and first aid attendants.

Private Science Library,  
University of Toronto,  
1280 University Avenue North,  
Toronto, Ontario.



# Task



CA2 ON

L

T10





NORTH-B

EXIT

RAIL OF SWITZERLAND



# Task

Hon. Dalton Bales, O.C.  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

H.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

M.K. Dibble  
*Executive Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

Short-term Training for TTC Electricians 4

New Amendments Strengthen The Employment  
Agencies Act 8

Statistics and Review 9

Library is Major Research Source on  
Labour Relations 13

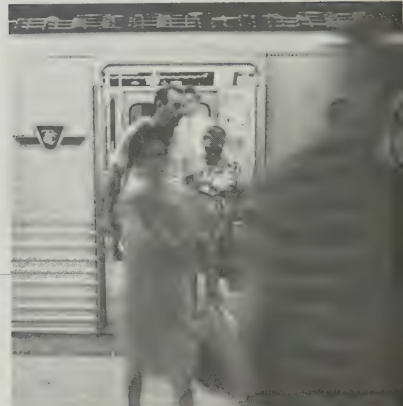
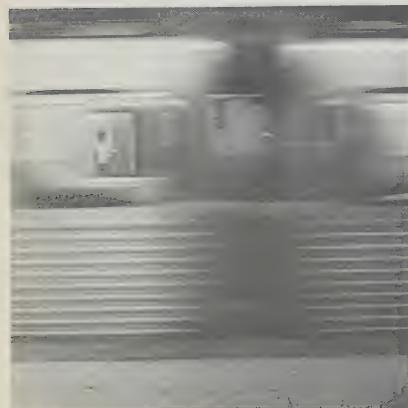
A Head for Heights  
—Labour Profile 18

A Fresh Look at The Operating Engineers Act 20

People and Events 23

View from the House 24

# Short-term training for TTC Electricians





Another in the series of profiles describing the co-operation between the Ontario Department of Labour and industry in providing training programs to upgrade employees' skills.

June 11 was a red letter day for William Aspinall, a vehicle repairman with the Toronto Transit Commission. He was one of 12 graduates to receive Certificates of Attainment after completing a short-term training course for vehicle electricians, conducted by the TTC in co-operation with the Department of Labour.

The three-part course was launched in 1966 and these were the first graduates to finish all three parts of the program.

What makes Bill Aspinall a little special is that he is 63, a grandfather who ended his schooling nearly 50 years ago. Born in England in 1906, he came to Canada in 1928 and joined the TTC in 1944. In two years he will be eligible for retirement.

It wasn't easy to go back to studying at his age. He works from 7.30 a.m. to 4 p.m. and from October to April for the past three years he has gone to two night classes a week, lasting from 7.30 to 9.30 p.m. On the other nights, he would get home from work, eat supper, read the newspaper and then, with iron will, retire to bed to study, out of range of radio and television and other distractions.

And in the first year, he was for family reasons unable to attend the last six weeks of lectures. His instructors gave him all the notes and he studied on his own and passed the Part 1 examination.

What made Bill Aspinall accept this personal challenge? "Sheer cussedness" is how he described it at the graduation ceremony. But it also takes determination and enthusiasm to stay the course and it says a lot for the success of the program that 12 men out of the 21 who enrolled in 1966 did stay the course. The youngest was in his mid-twenties, the ages of the rest ranged from the 30s to the 50s.

Mr. C.V. Walker, Administrator of Program Development for the Industrial Training Branch, presented the awards at the graduation ceremony. He said he believed the type of program the TTC was conducting provided the answers to the problems encountered by general industry in keeping abreast of the unprecedented growth and changes in technology which are taking place throughout Ontario almost daily.

### Project Initiated

The TTC project was initiated after a meeting between members of the Commission, the Industrial Training Branch and Division 113 of the Amalgamated Transit Union in April, 1966 (a few months after the Department of Labour launched its first short-term training program).

The Commission had for some time been dissatisfied with the traditional method of filling job vacancies and realized the growing need to upgrade the skills of employees to qualify them for work on the increasingly complex equipment being used by transit.

"Because of the union contract, promotion was strictly a matter of seniority", explains Mr. P. Berry, Training Supervisor, Equipment Department of the TTC. "This meant that

an employee could come in as a car cleaner and, by way of seniority, end up as an equipment analyzer without the full technical qualifications required for the job".

Training was achieved as a "helper" to a senior employee and incorrect information and work practices were often passed on in this way.

The problem became more urgent with the building of the Yonge subway. Because the TTC was pioneering modern rapid transit on the North American continent, where there had been no recent developments in this field, teams of experts had to be built up for designing the tunnels, the stations, modern subway cars and the signal system.

"And when we had developed all this sophisticated equipment we just didn't have sufficient skilled workers to deal with it", says Mr. Berry.

The position was further aggravated because the number of street cars in use was being reduced and the number of buses increased, calling for re-training of many of the technicians from one type of maintenance to the other.

### Training Course Outline

Discussions between Department of Labour officers and the TTC and union representatives led to the drawing up of a short-term training project within the Commission's equipment department.

It was decided that a three-part course would be required to bring employees in the electrical sections of the department to the desired levels of skill and knowledge.

The curriculum was developed by the Industrial Training Branch and the TTC prepared its own study guide material. The course content, method of sign-up, operation and administration of the program were discussed in detail with union representatives and approved unanimously. Some revisions and up-dating of material have been introduced to the original outline, but the Commission plans to continue the course because of its popularity and success.

### Division of Course

Part 1 of the course is concerned with basic electrical theory and simple shop practice.

Part 2 comprises a detailed study of vehicle circuits and components, stressing their inter-relation to achieve correct vehicle performance.

Part 3 covers correct trouble-shooting procedures on transit vehicles. The students work on vehicles to which faults have been applied, learning progressive methods of fault location. Students in Part 3 receive operator's training on all types of vehicles studied.

Comprehensive notes and illustrations are supplied to all trainees. The circuit diagrams issued are prints from transparencies prepared for overhead projection. Thus,

while instructors explain details of circuit operation to the entire class by means of the projected transparency, students can make additional notes directly on their own prints. Over 200 transparencies are used during the instruction period.

Actual equipment components are used in the classrooms whenever possible to demonstrate functions and malfunctions. Vehicles of the types being studied are made available and classes spend a lot of time relating circuits studied to actual operation.

### Location of Classes

Part 1 of the course is taught at Central Technical School, where two classrooms with complete facilities for instruction in electrical theory are made available for the TTC trainees.

Parts 2 and 3 are taught on TTC premises. The first period of instruction for each, covering work on P.C.C. street cars, takes place at the Hillcrest Shops. Instruction on three models of subway cars is later given at the Greenwood Shops.

The course is conducted by eight TTC instructors from all sections of the equipment department, among them the chief engineer. Selected for their long experience in their own fields, they were sent on an initial course in Techniques of Instruction at the George Brown College of Applied Arts and Technology.

During the course they continue working at their regular day-time jobs with the Commission and receive payment for their night-school teaching duties at the regular Toronto Board of Education rate. Instructors teaching Part 1 at Central Technical School are considered for this purpose to be employees of the Toronto Board of Education. Those teaching Part 2 and 3 are paid by the TTC and the cost is reimbursed by the Department of Labour and the Federal Department of Manpower and Immigration.

Mr. Berry, the Training Supervisor, is himself a graduate of Central Technical School. He joined the TTC in 1933 as an office boy and moved up through the technical ranks to become foreman at the Hillcrest Shops in 1949. During the war he was an instructor in the Royal Canadian Air Force, teaching electrical armament.

### Entrance Requirements

The course is open to all equipment department employees, from janitors to equipment analyzers (men who are already in the higher wage groups and have reached the technician class through seniority but realize they lack adequate technical training). Because classroom facilities limit the number of students who can be accepted, preference is given to those with the longest service.

No special abilities or tests are required for admission to Part 1. Applicants for Part 2 must have completed Part 1 or passed a qualifying test based on Part 1. Entrance to Part 3 is available to employees who have completed Part 1 and 2 or have passed the equivalent qualifying examinations.

The course is entirely voluntary. The students pay no fees, nor do they receive any additional remuneration for taking part. They are expected to attend classes and to study in their own time, although their section heads will co-operate if a trainee wants to exchange shift duties with a colleague so that he can participate.

Each part of the course comprises approximately 50 sessions of two hours each. To succeed, a trainee must attend 80 per cent of the classes, pass an examination and achieve an over-all 50 per cent calculated on his yearly average.

### Enthusiasm for Course

From the start, the course was greeted with enthusiasm by the employees of the Commission. When enrolment opened in 1966, there were 86 applicants for Part 1. Because of the limit imposed by classroom facilities, only 20 students can be accepted for each class, so in the first year 66 had to be turned down.

In the second year of operation, two classes were run in Part 1, increasing the intake to 40 students, but there were still disappointed applicants, so last year three classes were run, two night classes and a special morning class for employees who worked afternoon shifts. One class each was operated for Part 2 and 3.

Registration has already opened for the 1969-70 course and it is hoped to increase the number of classes. If enough students enrol, a day as well as a night class will be arranged for Part 2 and if there is sufficient interest, the Part 2 curriculum will be divided into a section dealing with rail vehicles and a second dealing with automotive vehicles.

### Training Results

The majority of employees who have graduated from the course over the past three years have moved into higher wage categories. Promotion, formerly based on seniority, now depends on training and job advancement is related to completion of the three-part course.

The Commission is highly satisfied with the results of the program. Although about six applicants out of every class

of 20 in Part 1 have dropped out, this is not counted as a high failure rate, and in Part 2 and 3 the drop-out figure is negligible.

Out of the 148 trainees registered since the project started, 99 have completed the period of instruction on which they embarked. Thirty-one of the total have finished the whole course.

"Without the co-operation of the Department of Labour it would have been extremely difficult for us to develop this project so successfully", says Mr. Berry, "and we shall continue our close association with the Department as the character of the course changes in the future.

"Within a few years we will have trained sufficient members of the work force for our immediate needs and only new employees will require training under the existing program.

"But as equipment continues to become more sophisticated so in future we will have to continue upgrading the skills of our present graduates. We are also considering the possibility of establishing training courses in the mechanical fields".



Mr. P. Berry, Training Supervisor (standing), discusses study material with one of the instructors, Mr. W. Sirriani.



William Aspinall receives his Certificate of Attainment from Mr. C. V. Walker. Looking on is Mr. I. G. Walker, of the Program Development Section of the Industrial Training Branch.



The regulations have been revised to provide greater protection for both employers and those seeking employment.

## New Amendments Strengthen

# The Employment Agencies Act

Amendments to Regulations under The Employment Agencies Act have been introduced to offer further protection to both persons seeking employment and those seeking employees through employment agencies. Also, Employment Standards officers are being trained to assist the Supervisor of Employment Agencies in the administration and enforcement of the Act by regular inspection of licensed agencies.

Although The Employment Agencies Act has been on the Ontario Statutes for many years, there were no Regulations in force from the mid-forties until January, 1961, when the revised Act came into effect. New amendments have been introduced at various times to cover unforeseen developments brought about by the rapid increase in the number and classes of agencies throughout the Province in the last few years.

At the end of March, 1961 only 41 licences had been issued for the two classes of employment agencies established at that time. By 1963, when the classes had been increased to four, the number of licences totalled 86, and now the number is well over 300. This phenomenal growth in agencies reflects the growth in the use of such agencies by both employers and would-be employees.

Because of the Department's policy of education, it has been necessary to prosecute only one agency operator since 1961, but the Act provides the Ontario Government with power to refuse or revoke licences, if necessary, and issue new amendments to keep the Act up to date so that every protection may be provided users of employment agencies.

An unemployed person is obviously in an extremely vulnerable position. His livelihood and the economic well-being of his family is in jeopardy. Without the protection of the Act there would always be the possibility of his being exploited by unscrupulous agencies or employers. He might be induced to sign away large amounts of his pay to both agencies and/or employers simply for the right to employment, or be exploited in dozens of less obvious ways.

The Act has been designed to regulate and specify how agencies shall operate, what fees they may charge, to whom, etc., in order to curtail just such exploitation of persons seeking employment.

The Employment Agencies Act does not apply to temporary help firms which hire workers and then offer their services to companies seeking part-time employees. The people that these firms place in temporary work are clearly their employees and as such enjoy the full protection and benefits of The Employment Standards Act as it applies to workers of all kinds throughout the Province.

Those who advocate that the Department of Labour license this industry are concerned about the amount of fees that are charged by some temporary placement firms, feeling that there is often too large a spread between the hourly rate that the employee is paid and the rate that is charged to the client.

Special field investigations last year show that by and large this industry has a good record of compliance with The Employment Standards legislation as compared to other industries, and there is no evidence that exorbitant profits are being made. A high percentage of the differential mentioned above is spent by these firms in promoting and advertising their services.

And they do appear to provide employment that is desired by certain types of employers and employees who do not wish to hire or be hired on a full-time basis.

An "employment agency" is interpreted by The Employment Agencies Act as any business procuring for a fee, reward or other remuneration: 1) persons for employment; 2) employment for persons. And this includes the business of counselling or testing for a fee, reward or other remuneration to assist people in securing employment.

Agencies are divided into four classes. Class A agencies (the largest group) are general service agencies licensed to procure persons for employment in every occupation. They are required to charge all service fees, which may include registration, counselling, testing, etc., to the employer. No fees can be



# Statistics + Review

## 13

**C1**  
**Volume of Conciliation Activity, Ontario Department of Labour**  
**October, November and December, 1968 and 1967**

Officer Stage	Disputes		Employers		Employees	
	1968	1967	1968	1967	1968	1967
<i>In Process</i>						
October 1	209	142	243	168	30,074	11,598
Referred during period	358	288	418	376	38,698	40,221
<b>Total</b>	<b>567</b>	<b>430</b>	<b>661</b>	<b>544</b>	<b>68,772</b>	<b>51,819</b>
<i>Disposition</i>						
Settled	161	143	201	154	20,707	10,679
Referred to Boards	9	13	17	27	5,304	2,531
No Boards	167	95	190	109	17,641	10,487
Lapsed	1	1	1	1	106	12
Mediator	0	0	0	0	0	0
<b>Total</b>	<b>338</b>	<b>252</b>	<b>409</b>	<b>291</b>	<b>43,758</b>	<b>23,709</b>
<b>Board Stage</b>						
<i>In Process</i>						
October 1	9	20	9	26	10,374	2,681
Referred during period	9	13	17	27	5,304	2,531
<b>Total</b>	<b>18</b>	<b>33</b>	<b>26</b>	<b>53</b>	<b>15,678</b>	<b>5,212</b>
<i>Disposition</i>						
Settled prior to hearings	0	1	0	1	0	10
Settled during hearings	4	11	11	12	4,131	1,385
Board Report	8	6	8	11	10,838	841
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>12</b>	<b>18</b>	<b>19</b>	<b>24</b>	<b>14,969</b>	<b>2,236</b>

**Table II**  
**Volume of Conciliation Activity Under Ontario Labour Relations Act**  
**January to May, 1968 and 1969**

	<b>Disputes</b>		<b>Employers</b>		<b>Employees</b>	
	<b>1969</b>	<b>1968</b>	<b>1969</b>	<b>1968</b>	<b>1969</b>	<b>1968</b>
<b>Officer Stage</b>						
<i>In Process</i>						
January 1st	229	178	252	253	25,014	28,110
Referred during period	706	729	1032	1012	133,791	126,375
<b>Total</b>	<b>935</b>	<b>907</b>	<b>1284</b>	<b>1265</b>	<b>158,805</b>	<b>154,485</b>
<i>Disposition</i>						
Settled	272	313	327	387	24,005	30,243
Referred to Boards	11	31	12	66	1,391	21,357
No Board	352	280	545	389	80,199	48,536
Lapsed	2	3	2	3	350	1,827
Mediator	0	0	0	0	0	0
<b>Total</b>	<b>637</b>	<b>627</b>	<b>886</b>	<b>845</b>	<b>105,945</b>	<b>101,963</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1st	6	15	7	29	709	2,976
Referred during period	11	31	12	66	1,391	21,357
<b>Total</b>	<b>17</b>	<b>46</b>	<b>19</b>	<b>95</b>	<b>2,100</b>	<b>24,333</b>
<i>Disposition</i>						
Settled prior to hearings		1		1		75
Settled during hearings	4	2	5	4	784	40
Board Report	5	23	5	35	315	13,631
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>9</b>	<b>26</b>	<b>10</b>	<b>40</b>	<b>1,099</b>	<b>13,746</b>

**C2**  
**Volume of Conciliation Activity, Ontario Department of Labour**  
**January to December, 1967 and 1968**

	<b>Disputes</b>		<b>Employers</b>		<b>Employees</b>	
	<b>1968</b>	<b>1967</b>	<b>1968</b>	<b>1967</b>	<b>1968</b>	<b>1967</b>
<b>Officer Stage</b>						
<i>In Process</i>						
January 1	178	151	253	192	28,110	20,721
Referred during period	1,544	1,253	1,985	1,866	244,816	184,337
<b>Total</b>	<b>1,722</b>	<b>1,404</b>	<b>2,238</b>	<b>2,058</b>	<b>272,926</b>	<b>205,058</b>
<i>Disposition</i>						
Settled	717	593	880	795	80,599	55,127
Referred to Boards	51	84	94	107	42,135	17,112
No Boards	718	539	1,005	893	123,184	104,205
Lapsed	7	8	7	8	1,994	343
Mediator	0	2	0	2	0	161
<b>Total</b>	<b>1,493</b>	<b>1,226</b>	<b>1,986</b>	<b>1,805</b>	<b>247,912</b>	<b>176,948</b>
<b>Board Stage</b>						
<i>In Process</i>						
January 1	15	33	29	49	2,976	14,466
Referred during period	51	84	94	107	42,135	17,112
<b>Total</b>	<b>66</b>	<b>117</b>	<b>123</b>	<b>156</b>	<b>45,111</b>	<b>31,578</b>
<i>Disposition</i>						
Settled prior to hearings	1	3	1	3	75	212
Settled during hearings	13	45	22	57	4,748	6,555
Board Report	46	54	93	67	39,579	21,835
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>60</b>	<b>102</b>	<b>116</b>	<b>127</b>	<b>44,402</b>	<b>28,602</b>



**LB1****Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
April and May 1969**

Type of Case	Received					
	April		May		Total	
	1969	1968	1969	1968	1969	1968
Certification	103	108	87	72	190	180
Termination	16	4	4	4	10	8
Successor Status	—	3	2	4	2	7
Strike Unlawful	14	2	6	11	20	13
Lockout Unlawful	—	—	—	3	—	3
Prosecution	20	4	12	9	32	13
Section 65	10	20	12	18	22	38
Miscellaneous	11	7	5	5	16	12
<b>Total</b>	<b>164</b>	<b>148</b>	<b>128</b>	<b>126</b>	<b>292</b>	<b>274</b>

Type of Case	Disposed of					
	April		May		Total	
	1969	1968	1969	1968	1969	1968
Certification	106	98	78	88	184	186
Termination	6	7	2	3	8	10
Successor Status	14	7	2	—	16	7
Strike Unlawful	3	2	16	10	19	12
Lockout Unlawful	1	—	—	2	1	2
Prosecution	15	12	17	4	32	16
Section 65	16	25	17	15	33	40
Miscellaneous	14	10	9	3	23	13
<b>Total</b>	<b>175</b>	<b>161</b>	<b>141</b>	<b>125</b>	<b>316</b>	<b>286</b>

**LB2****Cases Dealt with by the Ontario Labour Relations Board  
Fiscal Year April 1968—March 1969**

Type of Case	Number Received		Number Disposed of	
	F.Y. 1968-69	F.Y. 1967-68	F.Y. 1968-69	F.Y. 1967-68
Certification	1035	943	1028	921
Termination	70	92	70	89
Successor Status	66	28	41	26
Strike Unlawful	37	37	39	34
Lockout Unlawful	7	13	6	13
Prosecution	104	106	102	95
Section 65	183	188	190	175
Miscellaneous	62	66	56	62
<b>Total</b>	<b>1,564</b>	<b>1,473</b>	<b>1,532</b>	<b>1,415</b>

Note: Figures for fiscal year 1968-69 are preliminary

**T1****Apprenticeship Training Conducted by The Industrial Training Branch  
by Fiscal Year (1)**

<b>Apprentices</b>	<b>1964-65</b>	<b>1965-67</b>	<b>1966-67</b>	<b>1967-68</b>	<b>1968-69</b>
Active apprentices at end of period					
In regulated trades	9,813	10,613	12,407	13,438	14,916
In non-regulated trades	1,529	1,841	2,639	2,886	2,574
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>
Registrations during the period					
In regulated trades	4,243	4,174	5,598	5,315	5,524
In non-regulated trades	948	838	1,551	1,136	876
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>

1 Fiscal year starts April 1st, and ends March 31st.

**T2****Apprenticeship Registrations with The Industrial Training Branch  
by Month, 1967, 1968 and 1969**

<b>Month</b>	<b>Regulated Trades</b>			<b>Non-Regulated Trades</b>			<b>Total</b>		
	<b>1967</b>	<b>1968</b>	<b>1969</b>	<b>1967</b>	<b>1968</b>	<b>1969</b>	<b>1967</b>	<b>1968</b>	<b>1969</b>
January	645	437	511	139	68	103	784	505	614
February	482	380	485	195	124	70	677	504	555
March	467	360	416	189	73	58	656	433	474
April	329	425	419	128	73	97	457	498	516
May	399	387	392	75	101	62	474	488	454
June	455	359	—	122	94	—	577	453	—
July	427	273	—	71	40	—	498	313	—
August	465	436	—	110	41	—	575	477	—
September	466	566	—	49	49	—	515	615	—
October	535	515	—	77	73	—	612	588	—
November	529	607	—	107	95	—	636	702	—
December	533	544	—	132	79	—	665	623	—

**T3****Trainees in Short-Term In-Plant Training Conducted by  
The Industrial Training Branch by Month, 1969**

<b>Month</b>	<b>In Training at End of Previous Month</b>	<b>Added During Month</b>	<b>Discontinued During Month</b>	<b>Completed During Month</b>	<b>In Training at End of Month</b>
	<b>Under OTA**</b>	<b>Under OTA**</b>	<b>Under OTA**</b>	<b>Under OTA**</b>	<b>Under OTA**</b>
January	1,429	495	92	396	1,436
February	1,436	535	124	315	1,532
March	1,532	674	144	412	1,650
April	1,650	610	89	551	1,620
May	1,620	521	178	409	1,554

\*\* Occupational Training of Adults Act of 1967.

Government departments, unions, employers and students make wide use of the 9,500 collective agreements on file.

# Library is major research source on Labour Relations

The Ontario Department of Labour has established a collective agreements Library that is becoming a major research resource on labour relations questions.

As collective bargaining expands to include more workers and more subject areas, so does the demand for all kinds of information on labour relations, such as the existence of specific collective agreements, the parties to them and the provisions they contain.

Governments, unions, employers and research organizations are continually seeking accurate data for a wide range of purposes – evaluating how appropriate their wages and working conditions are, making comparisons of these in negotiations, studying the impact of collective bargaining and the nature of the institutions associated with it, formulating policy and legislation.

## Current Contracts

The library, established in 1965 as a step towards meeting these information needs, is a substantially complete collection of Ontario agreements. At present about 9,500 current contracts are on file – approximately 4,200 in construction and 5,300 in all other industries. In addition, the library holds in its historical files a large number of expired agreements. Most of these were in effect in recent years but a few go back 20 years or more.

Ever since the Labour Relations Board was set up in 1944 it has required quick access to a substantial number of labour-management contracts. Originally, it held these agreements in its own files and approximately 3,000 of them formed the nucleus of the new library's collection.

The formidable task of expanding and updating the collection began late in 1965. Because of the continuous change inherent in collective bargaining relationships, this task will never be completed but the library now holds, or knows the status of, practically all collective agreements in Ontario.

## Change of Objectives

Before 1965, the agreements collection was designed almost exclusively to meet the administrative needs of the Labour Relations Board. With the establishment of the library, the purposes were broadened. Within the





Department they included providing information for conciliation services and other branches, particularly Employment Standards, and supplying a major resource for the new Research Branch itself.

The new policy also required that information on collective agreements be made available to the public as a means of improving data used in collective bargaining and to aid research that would increase public understanding of the labour relations process. To meet all these needs, the library attempts to acquire, file and analyze as many Ontario agreements as possible.

### Coding System

The agreements are classified by industry according to the Dominion Bureau of Statistics "Standard Industrial Classification Manual" and are identified by union and location. This marks a change from the previous system of filing by company name and it was introduced for quick identification of related contracts. Because of the large volume of construction agreements, these were physically separated from those for all other industries.

The most recent agreement in a bargaining situation is filed in the "current" section of the collection, together with the contract immediately preceding it. When a new agreement is received, it is added to the file and the earlier of the two contracts already there is subtracted and held under its company name in the "expired" section of the library. By this means all past agreements that have reached the Department of Labour for a particular bargaining unit are in one place.

A numbered colour code on each current file identifies immediately the industry to which the agreement it contains has been assigned. Thus a file numbered 950 on orange, red and pink refers to local administration within the Standard Industrial Classification major group entitled "Provincial Administration".

Above this three-digit coding, another band of colour identifies in which of the ten economic regions of the Province the agreement is situated. For example, black represents Central Ontario, yellow represents Niagara and so on. At the top of the file appears the standard code number of the union which is party to the agreement and at the bottom is the file catalogue number.

A card index system is used to identify a particular contract within the files. It consists of three separate card files, each of which identifies every agreement in the library by the three areas of information most commonly used for research purposes — company name, union name and expiry date of the contract.

The index also contains information on the location of the bargaining unit, the number of employees covered and the term of the contract, enabling the library to answer enquiries quickly and accurately.

### Maintenance

The principal task of the library staff is to maintain a complete and up-to-date collection of union contracts. This is accomplished by ensuring that there is a daily flow of new or renewed agreements into the library (currently averaging 25 per day).

At the outset the gaps in the collection were so glaring that agreements were acquired almost indiscriminately from unions and employers and as a result a large number of duplicates entered the files. New procedures have now been developed to replace the early "blanket request" technique for expanding the collection, eliminating duplication and ensuring that the agreements are in fact current.

Important among these procedures is an agreement status index, established late in 1967, that shows the actual bargaining situation for every contract held and indicates to the library staff when they should attempt to obtain a renewal or first agreement. The index is operated with data drawn from the existing agreements, from newspaper and radio reports, union periodicals, and from reports of conciliation officers, certifications made by the Labour Relations Board, and other sources.

If an agreement has not been received by the library within three months of a reported settlement or certification, a letter or telephone call is directed to the parties requesting that it be sent in. By this procedure, and the co-operation of the bargaining parties, the file of known agreements is kept as current as bargaining procedures and delays associated with printing permit.

The statutory requirement contained in Section 61 of The Labour Relations Act, which stipulates that all agreements must be filed with the Minister of Labour, has not had to be used extensively in the collection process. On the other hand, a continuing effort is made to interest both unions and employers in the library and a substantial degree of success in this has been an important factor in keeping the collection up to date.

During 1968, 4,900 agreements were received and processed in the library. Of these, 1,400 had not been on file before; more than 2,500 were renewals of expired contracts

already held; and just over 1,000 were duplicates.

These figures show that 30 per cent of the contracts collected were new to the library, 50 per cent were renewals, and 20 per cent were duplicates. In 1967, 50 per cent were new, 35 per cent were renewals, and 15 per cent were duplicates. This change in proportions was to be expected, as the collection was substantially more complete at the end of 1968 than it had been a year earlier.

While the principal chore of maintenance is ensuring that new collective agreements flow into the library, another major one is monitoring it for duplication and change. Because the library was set up from an existing file, and the initial collection process was not selective, it has received a large number of duplicate agreements.

Also, despite improved collection techniques, a substantial proportion of the daily "take" is comprised of copies of contracts already held. In the past, controlling the duplication problem has been a major chore but it is declining in importance.

A task that is likely to continue arises because contracts and bargaining units are constantly changing as a result of companies merging, relocating, taking on new names, and going out of business, and unions doing some of these things or losing bargaining rights. Such developments require constant study of the identification provisions of agreements received and on file to make certain that they are in fact current and represent existing bargaining situations.

### Principal Users

During the month of March, 530 agreements were borrowed from the library and for the first three months of 1969 the number exceeded 1,500. The principal users by far are government agencies and most important among these are the Labour Relations Board and the Conciliation, Employment Standards and Research Branches of the Department of Labour. The collection is also used extensively by the Ontario Civil Service Commission, other federal and provincial government departments and the public.

The Board and the Conciliation Branch require quick and accurate access to a substantial number of agreements on a daily basis. For every application pertaining to certification that comes before the Board, it needs to see any current or recent contract pertaining to the bargaining unit in question or others closely related to it. The library is responsible for providing this service to the Board's officers and, during the month of March, was contacted by them on 41 separate occasions.

The principal use of the library in the conciliation process is to supply factual information needed to resolve issues that are in dispute. Often in such circumstances a hurried analysis is required of agreements judged by the bargaining parties to have a bearing on their negotiations; these may include all contracts in a particular industry, location or product group, or a selection may be made on some other criteria of relevance.

By far the greatest number of agreements are borrowed by the Research Branch in the course of its program of contract analysis. This work uses the agreements as a basis of statistical information on wages, union security, vacation plans, and almost any other matter consistently dealt with in labour contracts.

The program is still relatively new but already a series of documents analyzing working conditions in hospitals, and more recently a study covering 234 major agreements in the construction industry, have been published. An effort is made for these documents to be available when they will be of most use to the bargaining parties in the industries covered and as these series develop, they will become major statistical sources on trends in bargained wages and working conditions.

In addition, the agreements are used for ad hoc studies of particular practices which are sometimes made as part of the branch's research program and sometimes in response to questions asked by unions, employers or members of the public.

Another publication produced by the library staff itself is the annual report on contract expirations. This document describes the volume of bargaining activity in the forthcoming year and is published to aid and inform government officials, labour organizations, research institutions and others concerned with the labour relations outlook.

Finally the public, represented by students and officers of companies and unions, are a major user. They may have some slight difficulty in gaining access to the complete library because a few of the agreements on file are confidential. This situation results from the fact that the collection process has been maintained on a voluntary basis to date and a few unions and employers have asked that their contracts not be shown.

However, the proportion of agreements held which are not generally available is very small in relation to the total. Most employers and unions appear to agree with the Department's major objective of making more and better information available on the labour relations process.





# *Help Wanted,*



**URGENT.** Energetic high school students seek summer employment immediately. Available for lots of jobs. Call a student direct or contact your local Canada Manpower Centre.

**Hire a student this summer.  
The most important investment you'll ever make.**

Government of Ontario 



Continued from page 8



charged to a person seeking employment.

Class B agencies are primarily in the business of registering groups such as nurses for employment (excluding sitters and homemakers). They are permitted to charge applicants for registration and finding employment but only as specified in the Regulations.

Class C agencies (the smallest group) are licensed to find employment for sitters, and are permitted to charge applicants a maximum of 15 per cent of their wages for a period of no more than 30 days.

Class D agencies procure employment for both sitters and homemakers, and are permitted to charge applicants a maximum of 10 per cent of their wages for a period of no more than four months.

Licence application forms have been amended to provide the Supervisor with more information about the business status and experience of the applicant. Now an applicant must state whether he plans to be active in the business, whether it is a partnership or not, or a corporation, whether it is a full-time or only a part-time operation, etc.

Regulations have been further amended by adding section 4a, which specifies that every licensee must immediately notify the Supervisor of any proposed changes in the information provided in the application form after a licence has been issued.

The forms which applicants must file to furnish proof of security have also been amended. Amendments to the various forms have been designed to offer greater protection to the public by providing better assessment of the reliability of applicants.

Sections 5a and 5b have been added to eliminate confusion which can result when two agencies have names that are the same or similar. The Regulations now state that "a licence shall not be issued where an application for a licence shows a trade name that is the same as, or similar to, a trade name that appears on a licence that has been issued to another applicant".

"Franchise agreements" are permitted, but these agreements must be cleared with the Supervisor of Employment Agencies and the manner of displaying the franchised name is regulated.

Two completely new sections (11 and 12) which have been added to the Regulations spell out in detail correct operating procedures for agencies; what documents the agency must provide the person seeking employment and the prospective employer; and what records the agency must keep available to inspection by agency inspection officers.

For example, an agency is not allowed to refer anyone for employment unless it has been asked by an employer to fill the job. And a job-seeker must ask the agency to find him employment before he can be referred.

In the case of a person referred for employment in a private residence, the employment agency must now provide the person with a statement showing that during the past 12 months he or she has had a negative X-ray or a negative tuberculin test and that he or she has been examined by a duly qualified medical practitioner, and is considered fit for employment, subject to specific work limitations. This statement must be submitted to the prospective employer for his information in determining whether or not to employ the applicant.

Sitters and homemakers are sometimes exposed to people with communicable diseases, or may be employed in situations where there are a number of small children or where they are expected physically to assist older people. In such situations it is important for employers to know the physical ability of the person they employ.

These and other new amendments to the Regulations have been added to ensure that as employment agencies grow in number and size they will be operated in the most efficient way possible for the protection of both employers and those seeking employment.



## Labour Profile

The Elevator Inspection Branch is no place for anyone who has a poor head for heights, as these pictures illustrate. William R. Bellenie, Supervising Inspector for the Hamilton Region, is seen at work checking over the Spanish aerocar which operates across the Upper Whirlpool Rapids at Niagara.

The inspector has to stand on top of the car, cleaning the grease off the track cables in order to examine for defects as the car slowly travels the 1,800 feet to the other side. Suspended more than 150 feet above the water, it is no comfort to know that the whirlpool is 150 feet deep.

The aerocar, which was built in 1916 by Spanish engineers, has been operated by the Niagara Parks Commission since the beginning of the year, after 30 years of private ownership. In 53 years it has ferried five million passengers without serious mishap. The original car was replaced for the first time two years ago and the track cables have been renewed only once, in 1946.

Bill Bellenie has inspected the aerocar dozens of times in the eight years he has been with the branch. He joined the Department of Labour as an elevator inspector for the Hamilton District in 1961 and was the first of six supervisors appointed in 1967 with the expansion of the branch.

During the war he served with the Royal Canadian Naval Reserve as a radar technician aboard a corvette in the English Channel and North Atlantic and spent 16 years with the Otis Elevator Company before entering government service.

In fact, elevators run in the Bellenie family. Bill's father, Mr. Alfred Bellenie, was an Otis elevator mechanic for 40 years and his son, James, 21, started with Horn (Niagara) Elevator Limited two years ago and is now with Otis as a construction helper learning the job.

When the Elevator Inspection Branch was formed in 1954, there were only five inspectors. Today Mr. F.W. Ehmke, Chief Elevator Inspector, has a staff of 89, including 49 inspectors and 7 supervising inspectors, and the Province has been divided into 47 inspection areas.

Fifteen years ago, when The Elevators and Lifts Act came into force, there were only some 7,500 elevating devices of all kinds operating in Ontario. Today the over-all figure exceeds 16,120. Of these, 8,344 are passenger elevators, 500 are escalators and the remainder ski tows, dumb-waiters and freight elevators.

Allowing for those older devices which are dismantled each year, the total is increased by around 1,000 new installations annually (since 1954 the branch has reviewed drawings for the installation of more than 10,820 lifting devices). In addition, the branch inspects a few hundred construction hoists which are installed and dismantled throughout the Province every year.

In the year ending March 31, 1969 the branch carried out 36,626 inspections of elevators and escalators and 1,966 inspections of construction hoists. In the year under review there were 548 accidents involving elevating devices. The vast majority were of a minor nature but there were two fatalities—one was an elevator mechanic killed while conducting a test on a new passenger elevator and the other involved a dumb-waiter. Of the 484 people who received slight injuries, 349 were riding escalators.

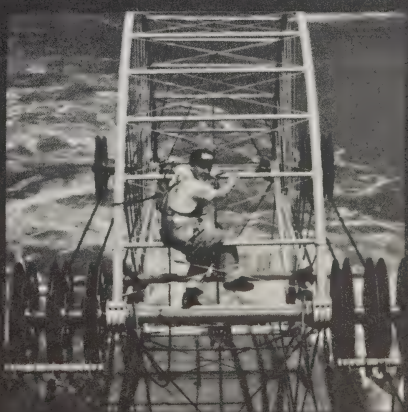
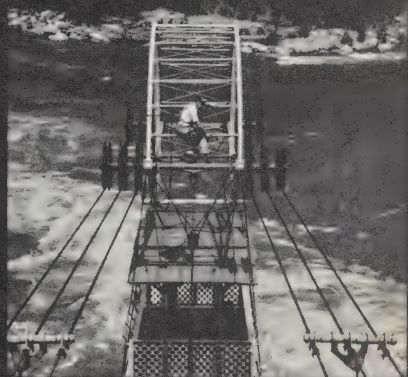
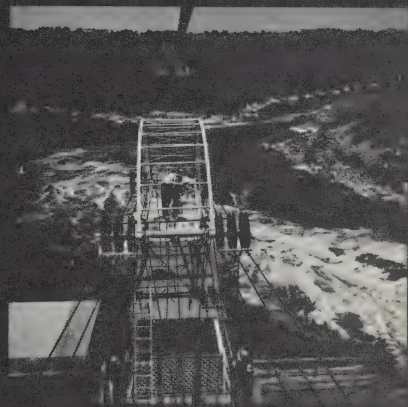
In spite of the hazards, Bill Bellenie has an appreciative eye for the spectacular view of the scenery from the roof of the Spanish aerocar. "It's a bit cold doing this job in winter", he says in an understatement, "but the whirlpool looks beautiful with all that ice".

# A Head for Heights

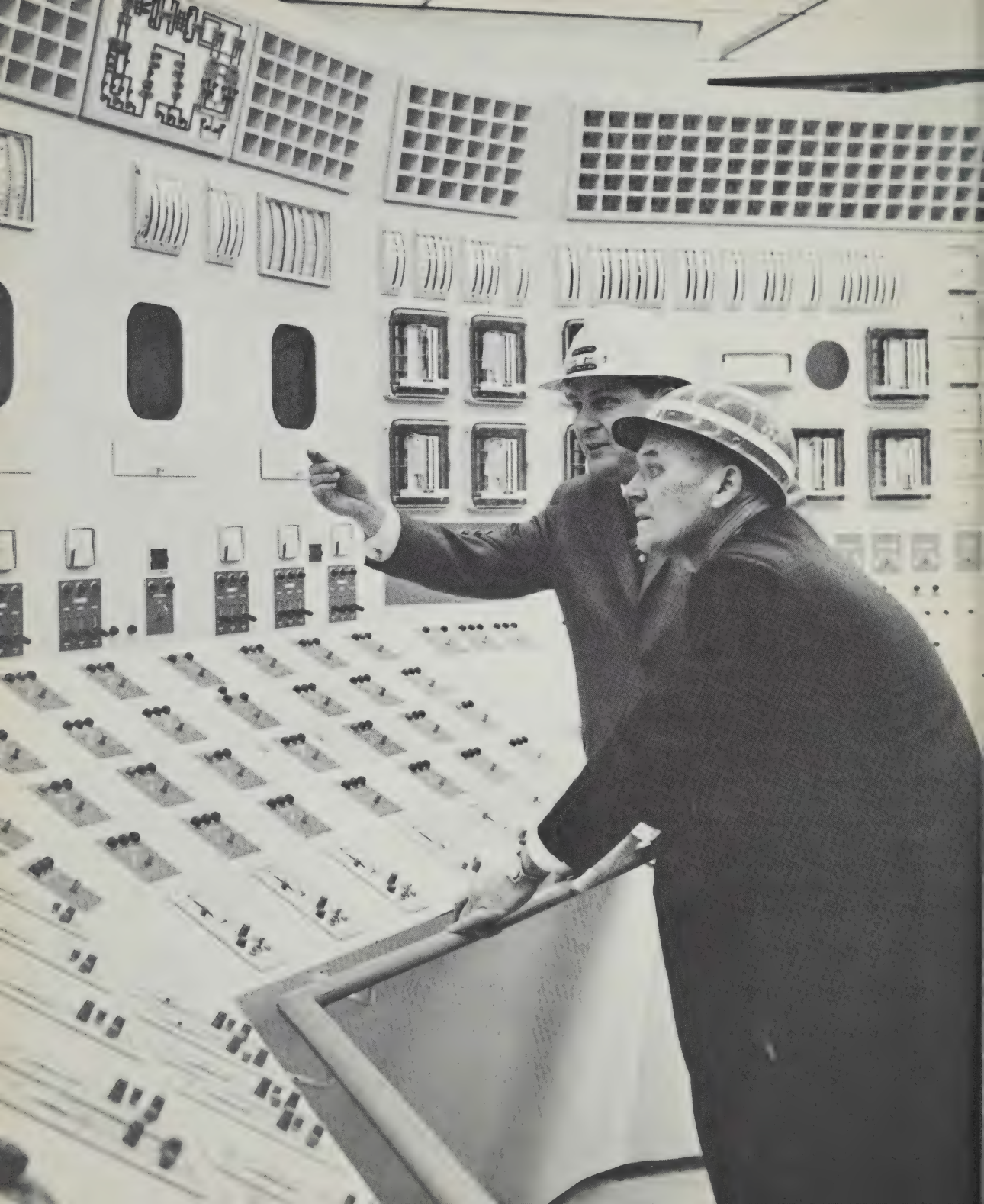


Bill Bellenie checks the track and cables of the incline lift at Niagara Falls. In the other pictures he is seen at work on the roof of the Spanish aerocar.









# A fresh look at the Operating Engineers Act

With the proclamation on May 15 of The Operating Engineers Act, 1965 and its Regulations, yet another chapter has been added to the history of one of the oldest pieces of legislation in Ontario.

The purpose of the Act, which originated in 1907, is to ensure maximum safety and efficiency in the operation of steam, hot water, refrigeration, air-conditioning, compressor and hoisting plants. To this end it lays down that certificated operating engineers of various grades be continuously on duty for the operation of plants which are classified above a specified minimum rating.

Power plants must be registered with the Department of Labour's Operating Engineers Branch, which administers and enforces the legislation. The branch, through its Board of Examiners, also conducts the examinations and issues the Certificates of Competency required by stationary engineers and operators in nine classes defined by the Act.

The main objective of the revised legislation is to introduce improved methods of rating and registering plants. Formerly the rating was based on the square-foot heating surface of boilers and the horse power of prime movers driving compressors or hoisting plants. But technological change and the great advances made in the development of modern equipment have rendered this method obsolete and inaccurate.

It has long been established, for instance, that there is no fixed relationship between the square-foot heating surface of a boiler and its horse-power rating.

The Operating Engineers Act, 1960 equated 1 boiler horse power with a 12 square-foot heating surface—in fact modern internally-fired boilers can develop more than 2½ horse power from the same heating surface.

The new method of rating all classes of power plants is based on the thermal output of the boiler and prime movers driving compressors and hoisting plants. The rating unit is now the Therm-hour, which is equivalent to 100,000 British Thermal Units.

The evolution of the legislation has a long, and sometimes stormy, background history. At the end of last century there was cause to reflect that while industry was becoming more and more dependent on power, power could wreak havoc and destruction if it was not suitably controlled. Serious boiler

accidents were common, killing many people and causing enormous damage to property in violent explosions.

In Ontario there were business men and industrialists who early recognized the need for some control over the design and installation of steam vessels as well as over the qualifications of those operating them. In 1891 a group of 12 Toronto engineers, concerned to protect the safety of the public and the reputation of the personnel operating power plants, received a charter under a government act to organize the certification of stationary engineers on a voluntary basis.

As an outcome of their efforts, the Ontario Government in 1907 itself assumed responsibility, through a Board of Examiners and under The Stationary Engineers Act, for the certification of all stationary engineers in a wide range of industries throughout the Province.

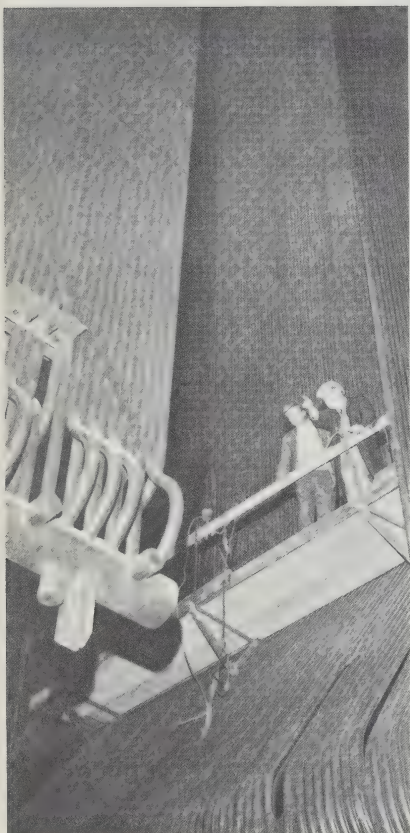
The Act was amended several times, the last major revision being made in 1953. But apparently it failed to keep pace with advancing technology and contemporary power plant practice and submissions for an overhaul of the legislation were made by the Canadian Manufacturers' Association and other interested bodies.

In 1960 a Commission was appointed to enquire into and report upon all statutes and regulations administered by the Department of Labour that govern the safety of workers, with a view to their improvement, simplification, clarification and modernization.

In the section of its report dealing with The Operating Engineers Act, the Commission outlined the differing positions taken by industry and by the operating engineers on the proposed revision of the legislation.

Industry, which held that modern systems equipped with automatic safety controls do not require the same degree of operating supervision necessary in the past, wished for: an increase in the minimum rating for which an operator is required; the right to require operating engineers to perform additional duties in the broader field of plant





maintenance and inspection; the right to eliminate the use of operating engineers in certain plants and to lower the grades of certificates required for others.

The operating engineers opposed any change in the specified minimum ratings for which an operator is required, claiming that there is no completely foolproof automatic control system.

The Commission recommended that it was not technically equipped to deal with the problem and that the responsibility be vested in a Board of Review. A Special Committee on Revisions to The Operating Engineers Act and Regulations was appointed in June, 1962, composed of a chairman, a professor of mechanical engineering and a stationary engineer.

During its hearings nearly 30 briefs were presented by interested parties and the transcript of evidence alone comprised 899 pages.

The report of this Committee, presented to the Minister of Labour in June, 1963, was used as a constant source of reference when preparing the 1965 Act and Regulations. (The revised Act was assented to by the Legislature on April 14, 1965 but considerable work was needed on the Regulations and its proclamation was delayed till recently).

In addition to the new method of power plant rating, an important recommendation made by the Committee and now included in the Act was for the appointment of a Board of Review, consisting of a chairman and an equal number of representatives of plant users and operating engineers.

Its function is to advise the Minister of Labour on the effectiveness of the Act and Regulations, to evaluate equipment and operating procedures, and to advise on the training and employment of operating engineers and operators.

Under the legislation, curricula are laid down for nine classes of operating engineers and operators. The Board of Review will have powers to recommend changes in the system of examination and certification of candidates.

Section 2 of the Act deals with the exemption of certain types of boilers and compressors (such as high-pressure boilers used in smaller industrial plants, cheese factories, ice-making equipment in skating arenas, etc.). This equipment will not be considered when the Therm-hour rating of a plant is computed.

The new Regulations also prescribe the fail-safe devices required for a guarded plant, as well as the maximum periods during which the operator of a guarded plant may be absent from the plant during a shift.

The Act was previously administered in its entirety by the Board of Examiners. Under the 1965 Act the function of the Operating Engineers Branch, consisting of the Chief Officer and a staff of 24, is divided. The administration and enforcement of the Act and Regulations is carried out by the plant registration and inspection section, while the Board of Examiners deals with examinations and certification of engineers and operators.

At present 2,761 power plants are registered in Ontario and at the end of March certified engineers and operators totalled 33,439. About 3,500 new certificates are issued by the branch each year. Some 1,000 of the candidates are new recruits to the occupation and the remainder are up-grading their qualifications.

Penalties for non-compliance with the legislation have been increased from a maximum fine of \$100 to a maximum fine of \$1,000 or a term of imprisonment of not more than 12 months, or both.

To meet the requirements of the revised Act and Regulations, the Operating Engineers Branch Handbook has been re-written and is available from the Operating Engineers Branch or Information Services.



# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Arbitration Commission

A new system to facilitate the arbitration of grievances which occur while union-management collective agreements are in force will be introduced by the first Ontario Labour-Management Arbitration Commission appointed recently.

The Commission consists of an impartial chairman and six members, equally representing labour and management. Functions of the Commission include: recruiting, training and maintaining a panel of acceptable arbitrators and arbitration board chairmen; providing administrative services to arbitrators, such as arranging meeting dates and facilities as well as producing and distributing arbitration decisions; sponsoring research into the arbitration process and publishing awards and information relating to arbitration.

The arbitrators appointed by the Commission will deal only with grievances that arise during the life of an agreement. The parties to a grievance will still be free to agree mutually on an arbitrator or arbitration board chairman. Under the new system, they may select them from the roster of arbitrators and chairmen maintained by the Commission.

Failing agreement, the parties will apply to the Department of Labour for the appointment of a chairman under the provisions of The Labour Relations Act and this will be made from the Commission's list. Arbitration costs will continue to be the joint responsibility of the parties. The Commission will have authority to set a standard schedule of fees and expenses.

Chairman of the Commission is Judge Walter Little, of Parry Sound, who has had some 20 years of experience in the field of labour relations. Before his appointment to the Bench in 1950, he acted as counsel for both management and labour on applications for certification and in arbitration.

Since 1954 he has acted as Chairman of conciliation and of arbitration boards and as sole arbitrator on hundreds of occasions. On July 11, 1967, he was appointed by the Ontario Government to review collective bargaining in the Public Service and all Crown agencies and commissions in the Province. He submitted his report a few months ago.

The six members of the Commission are: J. W. Henley, Vice-President, Personnel, Canadian Westinghouse Co. Ltd.; C. B. C. Scott, former Assistant General Manager, Personnel, Ontario Hydro; C. A. Morley, labour relations lawyer; Herbert Gargrave, a senior staff member of the United Steelworkers of America; Harry Simon, Regional Director of Organization for the Canadian Labour Congress; and Henry Kobryn, Secretary-Treasurer of the Provincial Building and Construction Trades Council.

## Appointments

Mr. C. Grant Gibson, P.Eng., has been appointed Senior Technical Consultant to the Department on safety legislation and programs. His duties include those of Chairman of the Labour Safety Council of Ontario. Mr. Gibson was formerly Executive Director of the Safety and Technical Services Division of the Department.

Mr. Harold Y. Yoneyama, P.Eng., has succeeded Mr. Gibson as Executive Director of the Safety and Technical Services Division. Until his appointment, he was Director of the Industrial Safety Branch of the Department. Mr. D. G. Grant, P.Eng., is the new Director.

Mr. R. F. Hawkins, P.Eng., has been appointed Director of the Boiler Inspection Branch, following the retirement of Mr. L. J. Hutchinson after 21 years with the Department of Labour.

Mr. J. William Preiner, Editor of Task since its inception in 1966, has been appointed Director of Information Services. Mr. J. Desmond Burge, former head of the branch, has taken up a position as Public Relations Officer of the Metropolitan Toronto Separate School Board. The branch now operates at 8 York Street, Toronto.

## New Publication

*Sheet Metal Worker* (pamphlet) describes the apprenticeship program established by the Industrial Training Branch for this highly technical trade. The pamphlet is available through Information Services.

# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## The Workmen's Compensation Act

More than 7,400 pensioners will receive increases as a result of amendments to The Workmen's Compensation Act, effective from July 1, to increase minimum pensions for workers disabled in occupational accidents. The new minimums will be the highest in Canada.

—The legislation establishes a new minimum pension of \$175 a month (formerly \$100) for all workers who are permanently and totally disabled.

—Minimum pensions for permanent partial disability will be paid on a directly proportionate basis. For example, a pensioner with a 50 per cent disability will receive \$87.50 a month.

—The minimum payment basis for workers who suffer temporary disability is raised from \$30 to \$40 a week or actual earnings at the time of the accident if these are less than \$40 weekly.

—Pensions are calculated on the basis of 75 per cent of earnings up to \$7,000 annually. The maximum pension for permanent or temporary total disability is \$101 a week.

## Ontario Human Rights Code

Amendments extend the scope of the legislation and increase fines for violations.

—Up to now exclusively religious, philanthropic, educational, fraternal or social organizations not operated for private profit have been exempted from sections of the Code prohibiting discrimination in employment. In future this exemption will be allowed only in circumstances where a factor such as religion constitutes a reasonable occupational qualification.

—A second amendment provides specific protection against reprisal for any person who exercises his rights under the Code and for any person who testifies in a proceeding under the Code.

—Fines for violation of the Code are increased from \$100 to \$500 for an individual who contravenes the legislation and from \$500 to \$2,000 for a corporation or trade union.

## Barber and Hairdressers Regulations

The Regulations governing the barbering and hairdressing trades have been amended.

—One important change is the reduction of the minimum entrance qualification for barber and hairdresser apprentices from Grade 10 to Grade 9. Employers, however, are not required to accept an apprentice at a level lower than they consider desirable.

—The new Regulations will provide for improved standards of training and a more comprehensive schedule at community colleges, and in private trade schools and secondary schools. The training responsibilities of in-school courses and those of the employer are specified.

—The Regulations introduce an interim certificate of qualification for graduates of Barbering Schools who pass the

Department's examination. In the same way as hairdresser graduates, barber graduates must now obtain one year of work experience under supervision before receiving a full certificate of qualification.

—For hairdresser apprentices, the rate of pay has been increased to 50 per cent (from 40 per cent) of the journeyman rate in the initial apprenticeship period and rises to 90 per cent in the third term.

## The Construction Safety Act

—The minimum requirements for equipment and safeguard to be provided for the protection of workmen on construction projects are revised and up-dated by Ontario Regulation 269/69 (replacing Ontario Regulation 176/62 as amended by Ontario Regulation 42/67). The new Regulation consolidates the suggestions submitted by construction trade associations, trade union representatives, engineer and other interested parties.

## The Boilers and Pressure Vessels Act

—The table of fees prescribed in Regulation 39 has been amended by Ontario Regulation 104/69. The new tariff lists revised fees for certificates of competency, for the approval and registration of designs, and for inspections of boilers and pressure vessels.

—Under Ontario Regulation 182/69 the Certificate of Inspection issued for boilers and pressure vessels is revised to incorporate several separate forms previously issued.

## The Elevators and Lifts Act

—Section 28 is amended and reworded.

—Under Section 30 a new fee schedule is in force for the inspection of elevating devices, together with a list of which inspection fees shall be paid by contractors, owners and applicants for licences (Ontario Regulation 106/69).

## The Construction Hoists Act

—The table to Regulation 311/62 has been substituted by a new fee schedule (Ontario Regulation 105/69) for the granting and transfer of licenses for the approval of drawings and specifications, and for the inspection of hoists.



# Task









# Task

Hon. Dalton Bales, O.C.  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

H.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

M.K. Dibble  
*Executive Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

Women Returning to the Labour Force 4

Statistics and Review 9

Immigrant Tradesmen and  
the Language Barrier 13

Two Who Beat the Barrier 17

People and Events 19

View from the House 20



# WOMEN

Who are they and what are their aspirations? A Women's Bureau research project examines their motivation, the obstacles they encounter and assesses their potential contribution.





# Returning to the Labour Force

Women have become a vital statistic in our labour force. One out of every three Canadian women works today, and together they add up to a third of all workers. And around a million of Canada's 2½ million working women live in Ontario. Because of their dual role in society, the pattern of their participation in the work force is complicated and not yet fully documented.

Of special interest is the recent and rapid increase in the number of mature women who are returning to work after raising a family. Before the last world war only one in 20 wives was working outside the home. Today nearly one out of three wives has a job, and 60 per cent of Ontario's female labour force consists of married women. Half these working wives have children under 15 years of age.

A large proportion of the women returning to work may have been out of touch with conditions in the labour market for 10 or 15 years or more, their qualifications and job skills are out of date or rusty, and they themselves uncertain of their own abilities to meet the changes which have occurred.

They are in special need of advice and information on training and employment opportunities so that their talents can be developed to the full. There is, obviously, also need for a greater knowledge about the whole phenomenon of returning women so that their contribution to the economy can be utilized to the maximum.

In April, 1967 the Women's Bureau of the Department of Labour established a Careers Centre to provide an occupational counselling service for women entering or re-entering the labour force.

A further aim of this pilot project was a research study to determine the career motivation and aspirations of mature women returning to work and the obstacles they encounter, and to assess their labour force potential.

## First Report

The need for the counselling service has been amply demonstrated—in two years of operation 732 women have been interviewed at the Careers Centre. And based on the data gathered from these interviews, an analysis entitled "Women Returning to the Labour Force" has now been produced by Linda Bell, M.A., Research Officer of the Women's Bureau, as the first in a series of reports.

The Centre's program has been specially designed for the relatively well-educated housewife who has been out of touch with the work world for some time, but no one has been refused assistance. Applicants who are not eligible for the in-depth service—such as workers who wish to change jobs—are given vocational information over the telephone and are referred to appropriate sources for further help.

For research purposes, each woman who visits the Centre fills out a detailed questionnaire. In an extensive interview a qualified counsellor then helps the client to assess her interests, family situation, educational and employment background and recommends a suitable course for her to follow in seeking re-entry into the labour force.

A few months after this initial interview the counsellor makes a follow-up contact by telephone to find out whether the client has taken constructive steps along this course and to discuss any new problems or factors which may have arisen.

More than 400 clients were interviewed at the Careers Centre between April, 1967 and April, 1968. From these, a research sample of 300 was selected. It included all those who were over 29; were married or had been married; possessed an education either equal to or above the Ontario Grade 12 level; and had not been regularly employed during the past two years.

## The "Typical" Woman

This sample was not intended to be representative of all mature women considering careers outside the home. Its members were distinctive in their education, their lack of recent job experience, their background and their willingness to seek professional counselling. But in spite of these special distinctions, the sample is reasonably representative of mature educated women who have been out of the labour force for some time and who are seeking professional help before making their career decisions.

And by selecting the most common characteristic features of the group and combining them to make a single profile, it has been possible to produce an image which, in general, reveals this newest kind of candidate entering the labour market.

This "typical" woman is of Canadian origin, 41 years old, and married. She lives in the

Northern residential area of Toronto with her husband and three children. Her husband is a professional, better educated than she is, and he earns between \$10,000 and \$15,000 a year. The children are just reaching high school age, the youngest one almost 10 and the eldest, 16.

She herself is in good health and, although not particularly nervous or unstable, she expresses her lack of self-confidence in relation to the working world in a variety of ways. She has a slightly better than high school education (completed almost 25 years ago), and some rusty and out-of-date office skills.

Her original work experience is far behind her. Of the several volunteer jobs she has held, most have been rank-and-file positions related to her children's extra-curricular school and community activities. Recently she has worked at occasional or temporary jobs, but she has not made any organized vocational plans.

There were, of course, many variations around this "typical" pattern. Not all the women were still married, not all of them had children, and some of them had much lower family incomes. As a general rule, exceptions were in the direction of better education, more training skills, fewer but younger children, and more responsible volunteer service.

## University Education

Just over a quarter of the clients were university graduates and fully a third of the sample had experienced some form of university education. Despite the increasing availability and importance of education for women, it is interesting to note that younger clients were not significantly better educated than older ones, although in general a larger proportion of the younger college-trained women had taken post-graduate education or four-year university courses.

In all age groups the women had been traditional in their selection of courses. The majority of those who went to university had chosen general arts courses. The next largest group had taken professional training such as nursing, physiotherapy or home economics. Three or four clients had completed general science courses and a comparable number had training in economics, psychology and sociology. None had tried to enter the "male" fields such as engineering, law or business administration.

Most of those who had not gone to university had taken general high school courses. Of these, almost two-thirds had taken at least some commercial training, either with or immediately following their high school education.

In general, the women had not chosen education that was vocationally oriented, except for the traditional fields of nursing, teaching and secretarial science. They had not taken subjects which would qualify them for responsible positions in traditionally "male" occupations, or in new occupations, such as data processing, which have since opened up.

Of the 43 per cent of the sample who had undertaken further education, more than half had not studied within the past ten years. Only five or six clients were actively engaged in continuing education at the time of their interview.

Most of those who had at some time continued their studies had taken vocational courses, such as training for office work, commercial art, social welfare and journalism, but there was little evidence of vocational planning. In all but two or three cases there had been no progression from one level of continuing education to another, no sequence of related courses, no concentration in one field of interest.

**Previous Work Experience**

More than 90 per cent of the women had been employed at some period of their lives. The predominant pattern of their work records shows that they customarily held their highest-skilled, most regular employment before marriage and later slipped into lower-level, part-time or intermittent employment.

In most cases their work for pay became very irregular or ceased altogether after the birth of the first child. Throughout the early part of their marriage they had treated work as an "extra" and had dropped it when it conflicted with being a mother.

An unexpected finding was that half the women had held part-time or temporary employment within the last decade, frequently a few weeks as a sales clerk at Christmas or helping out once a week in a drug store.

Eighty per cent also reported some kind of volunteer experience, ranging from driving an ambulance and canvassing for a charity

to opera singing. Almost half the volunteers had held positions calling for dependability but little leadership or initiative. A quarter had held highly responsible leadership positions.

**Former Occupations**

About 59 per cent of the sample had formerly worked in jobs basically classified as "clerical and sales", even though many of them had taken other types of education, and had worked at an average of almost 14 years each. Just over half of them listed their positions as typists, general office worker or clerk. The remainder were mainly stenographers, receptionists and sales women. Also included in this category were a few key-punch operators, a bank teller and a switchboard operator.

Of the total, 29 per cent listed professional and semi-professional occupations, such as teaching, nursing, welfare work, dietetics and librarianship, at which they had worked an average of four years each.

Technical occupations such as laboratory technician, chemical analyst, research assistant and repair service representative, were reported by only 10 per cent of the women, who had worked in their jobs an average of six years each.

Other occupations mentioned but not classified included florists, newspaper reporters, store managers, real estate agents and several fashion consultants.

**Motives for Going to Work**

A major aspect of the research project was to ascertain the motivation of women returning to the labour force, and it is noteworthy that of the sample interviewed the majority gave reasons other than the income they would earn.

Only 13 per cent of the women said they wanted work for financial reasons and no other, while 57 per cent said they wanted work solely for its non-financial rewards. Among the remaining 30 per cent, the majority stated explicitly that although income mattered, it was the least important factor influencing their decision.

Of the non-financial reasons for going to work, the need for an outside interest was the most frequently mentioned by all segments of the sample. Most claimed to enjoy their roles as mothers, wives and homemakers, and were still deeply involved in

them. But they saw their present degree of involvement as temporary and felt that, as their children grew up, domestic and family duties did not make full use of their time, energy and intelligence.

The second most commonly cited non-financial reason was the opportunity to make a purposeful, productive and socially useful contribution, and was listed by a quarter of all the women. They were not necessarily bored or inactive at home, but they particularly wanted to be "of service to others", "to make a more significant contribution to the community" and "to contribute beyond myself and my family".

While most of this group seemed to be looking for work that would be useful mainly in a limited sense of the word, at least a third of them stated that they wanted to fulfil their responsibility to the community because of their educational advantages or wanted employment because it seemed the best way of making a truly disciplined contribution to others or to society.

**Lack of Direction**

Although most of the women were able to say why they wanted employment, few were directed toward any specific occupation. Only 17 arrived at their interview with a particular occupation and a specific field in mind (nursing in a children's home, teaching home economics in a high school, becoming a school psychologist).

Sixty women were quite directed about the kind of work they wanted (such as a middle management position in a large organization), but were unfocused or undecided about the field. A further 64 mentioned one or more fields of special interest, such as education or social welfare, but needed more information about specific jobs within these areas.

The remaining 159 women (63 per cent) could only state that they wanted work which was appropriate to their background or could satisfy their needs for income, interest, usefulness or similar goals. They were vague about what kind of work this might be. Few had studied the labour force itself for the opportunities it offered; or had clear ideas about suitable and available training.

At the conclusion of the interview the counsellor made an assessment of the kind of work the client would try to find. Analysis of



the data shows that just under half of the women were aiming for professional or semi-professional occupations (not surprising in view of their need for responsibility, interest and social usefulness).

Next in popularity was the clerical/secretarial field and smaller numbers were attracted to business occupations (real estate, insurance or travel agencies) or service occupations (such as nursery school, hospital and social work aides).

In general, most of the clients could not expect to attain work suited to their level of aspirations unless they were willing to accept some academic upgrading, retraining or refreshing of their qualifications.

In the pre-interview questionnaire, three-quarters of the women said they were willing to undertake some form of training or education if it was necessary in order to reach their goals. Except for four women who were definitely opposed to further training, the remainder were undecided. In many cases, their aspirations before the interview were for more responsible work but they were unwilling to consider the time, costs and other demands of re-education or training. At the conclusion of the interview a total of 16 per cent of the women were planning to enter lower-level occupations which would require no special training or aptitude and would make little use of their educational background.

### Obstacles on the Way

The Careers Centre had an important role to play in helping the clients to assess, realistically and constructively, the nature and extent of the obstacles they would have to overcome in order to enter the labour force at a level appropriate to their abilities and ambitions.

The most common obstacles for them were:

1. Combining family responsibilities with commitments to work or education outside the home;
2. Inadequate official work qualifications;
3. Increasing age;
4. Lack of self-confidence;
5. Lack of sufficient realism.

The most general and widespread obstacles were associated with family obligations. The clients wanted to achieve their work goals with a minimum of inconvenience and cost to their families. They showed reluctance

to accept work with overtime or irregular hours which would disturb family routines; to undertake such heavy new responsibilities that their job at home would suffer; or to spend "family money" for their training.

Choices such as these, dictated by the family situation, tended to obscure the fact that, within their self-proclaimed limits, these women were capable of considerable enthusiasm, concentration and dedication. A majority hoped to find a part-time job as a first step on the way to full-time commitment.

### Confined to Planning

The two greatest difficulties reported by mothers of very young children who had planned to take action but had changed their minds were the inability to find suitable part-time courses and the inability to find part-time employment. These mothers were, for the most part, confined to the planning stage of their careers and were particularly handicapped by the absence of part-time courses or work of the kind which would contribute to their future employability.

A second major obstacle to clients' work plans was their lack of up-to-date, recognized work qualifications. It was found that the measuring sticks usually applied by employers – recent work experience, work history, references, immediate work commitment and so on – tended to record the clients' weakest points and ignore their special strengths.

Women of this kind could not be judged properly in terms of their past employment experience, which was often acquired under adverse circumstances; or by their past training, which was usually out-dated, atrophied, poorly documented and in any case irrelevant to their present interests; or even by their current level of commitment, limited as it might be by their remaining family responsibilities.

### Misleading Records

Such work records as they could produce might prove misleading and uninspiring. But it is open to question whether this record of the past should be used as a basis on which to predict the performance of these same women once their family responsibilities had declined enough to fit into their work commitments. Most often, it fails to give credit for abilities, interests and maturity which have been developed since leaving

the schools and labour force.

The evidence suggests that those who were ready to work, with the exception of some who wished to work mainly because they needed the money, had usually reached the stage of family life which would both allow and encourage them to acquire steady work habits and a keen interest in the job itself.

Two other common problems were lack of self-confidence, which contributed to a hesitant approach that could be mistaken for shaky motivation or lack of ability, and lack of realism. The latter tended to lead to over-optimism in assessment of qualifications and opportunities and much of it was based on insufficient or erroneous information about work conditions.

Other obstacles, such as physical handicaps, illness or language barriers, existed but were of critical importance in only very few cases. Like the other obstacles, they could have been surmounted more easily if work and education opportunities were increased and adjusted to meet women's special needs.

### Initial Achievements

In the three to six months which elapsed between the initial interviews and the follow-up contact, most of the clients acquired a demonstrably greater sense of purpose and direction.

Follow-up results showed that a majority of the women were aiming at gradual achievement of ambitions but relatively flexible and long-range goals. Of the total sample group, 61 per cent had taken action beyond the planning stage – half of them proceeding into educational and training programs and half into immediate employment. A further 32 per cent had delayed their plans because of conflicting responsibilities, the absence of appropriate employment or courses, a delay in notification of acceptance or problems in the assessment of qualifications. A small minority of 7 per cent had become uncertain about working or had decided against it, mostly because of continuing heavy family obligations.

### Choice of Occupation

Teaching was by far the most popular occupation chosen as an ultimate goal. Office work and various kinds of social welfare work were also chosen frequently. These choices represented, for the most part, a crystalliza-



tion of the women's initial work interests. In comparison with earlier preferences, however, hard-to-enter fields such as library science and professional social work had lost popularity, while fields that had been former occupations (such as nursing) or were fairly easy to enter (clerical work) had gained.

Among clients who had gone directly into employment, sales and clerical work were the most frequent choices. Vocational and professional courses were favoured by those who had started their course of action with education.

Among these, some were first obliged to complete general academic requirements such as Grade 13 or courses towards a Bachelor of Arts degree. In nearly all cases, these modest beginnings represented only a first step towards higher levels of aspiration.

Rates of progress seemed to depend on the field of work chosen, as well as on the individual's abilities and good fortune. Success in any single area might be thwarted by factors over which the women had little or no control. For example, they might be turned down by a particular school or employer, or their family situation might change. For these and other reasons they had not defined their final goals in narrow or rigid terms.

### **Much Greater Contribution**

Women such as these in the sample group interviewed by the Careers Centre appear to be capable of a much greater contribution to the labour force than will be realized under present conditions.

The majority of women like themselves entering the labour force today – and mature women are the most rapidly growing segment of the labour force – appear to be undertaking job-hunting with little understanding of the labour market, little assistance from educational institutions, employment agencies or specialized counsellors, and without benefit of receptive attitudes on the part of employers and admissions officers.

A few significant exceptions stand out, such as the helpful attitudes shown by the new community colleges. However, for as long as the present general conditions prevail, the contribution of mature women to the work world will not approach that which they are capable of giving.

Since the Careers Centre was begun as a pilot project in Metropolitan Toronto it has

developed into a major function of the Women's Bureau and enquiries from organizations and individuals indicate that there are many women in other parts of the Province who would like to take advantage of the counselling service it provides. To meet this need, the program is gradually being extended to communities outside Toronto and, to assist a wider range of prospective workers, the educational requirements for the counselling service will be relaxed as the demand grows.

Linda Bell, M.A., Research Officer of the Women's Bureau who produced the report "Women Returning to the Labour Force".

Miss Bell was born in Toronto and attended Havergal College before completing her schooling at Neuchâtel Junior College in Switzerland.

She graduated from the University of Toronto with an Honours B.A. degree in Sociology in 1966 and received her M.A. in 1967. She was awarded a Canada Council grant this year and is returning to the University of Toronto in the fall to work for a Ph.D.



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 14



### C1 Volume of Conciliation Activity, Ontario Department of Labour June and July, 1969 and 1968

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	<b>582</b>	<b>549</b>	<b>807</b>	<b>769</b>	<b>102,223</b>	<b>112,348</b>
Pending May 31	318	280	419	420	53,180	52,522
Referred during period	264	269	388	349	49,043	59,826
<i>Disposed of</i>						
<b>Total</b>	<b>326</b>	<b>319</b>	<b>492</b>	<b>477</b>	<b>71,303</b>	<b>61,428</b>
Settled by Officer	143	131	199	157	17,223	13,335
Referred to Conciliation Boards	10	7	13	7	32,039	5,290
No Boards	171	178	277	310	21,220	42,742
Lapsed	2	3	3	3	821	61
Mediator	0	0	0	0	0	0
<b>Pending July 31</b>	<b>256</b>	<b>230</b>	<b>315</b>	<b>292</b>	<b>30,920</b>	<b>50,920</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
<b>Total</b>	<b>17</b>	<b>27</b>	<b>21</b>	<b>62</b>	<b>32,755</b>	<b>15,877</b>
Pending May 31	7	20	8	55	716	10,587
Referred during period	10	7	13	7	32,039	5,290
<i>Disposed of</i>						
<b>Total</b>	<b>6</b>	<b>16</b>	<b>8</b>	<b>51</b>	<b>30,543</b>	<b>10,267</b>
Settled prior to hearings	0	0	0	0	0	0
Settled during hearings	1	4	1	4	52	283
Board reported "no settlement"	5	12	7	47	30,491	9,984
Lapsed	0	0	0	0	0	0
<b>Pending July 31</b>	<b>11</b>	<b>11</b>	<b>13</b>	<b>11</b>	<b>2,212</b>	<b>5,610</b>

**C2**  
**Volume of Conciliation Activity, Ontario Department of Labour**  
**January to July, 1968 and 1969**

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	<b>1,215</b>	<b>1,176</b>	<b>1,672</b>	<b>1,614</b>	<b>207,848</b>	<b>214,311</b>
Pending December 31	229	178	252	253	25,014	28,110
Referred during period	986	998	1,420	1,361	182,834	186,201
<i>Disposed of</i>						
<b>Total</b>	<b>959</b>	<b>946</b>	<b>1,357</b>	<b>1,322</b>	<b>176,928</b>	<b>163,391</b>
Settled by Officer	415	444	526	544	41,228	43,578
Referred to Conciliation Boards	20	38	24	73	33,145	26,647
No Board	520	458	802	699	101,384	91,278
Lapsed	4	6	5	6	1,171	1,888
Mediator	0	0	0	0	0	0
Pending July 31	256	230	315	292	30,920	50,920
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
<b>Total</b>	<b>26</b>	<b>53</b>	<b>31</b>	<b>102</b>	<b>33,854</b>	<b>29,623</b>
Pending December 31	6	15	7	29	709	2,976
Referred during period	20	38	24	73	33,145	26,647
<i>Disposed of</i>						
<b>Total</b>	<b>15</b>	<b>42</b>	<b>18</b>	<b>91</b>	<b>31,642</b>	<b>24,013</b>
Settled prior to hearings	0	1	0	1	0	75
Settled during hearings	5	6	6	8	836	323
Board reported "no settlement"	10	35	12	82	30,806	23,615
Lapsed	0	0	0	0	0	0
Pending July 31	11	11	13	11	2,212	5,610

**LB1**  
**Number of Cases Dealt with Monthly by the Ontario Labour Relations Board**  
**June and July, 1969**

Type of Case	Received June		July		Total	
	1969	1968	1969	1968	1969	1968
Certification	108	93	72	88	180	181
Termination	6	1	7	1	13	2
Successor Status	3	2	—	1	3	3
Strike Unlawful	2	1	—	4	2	5
Lockout Unlawful	1	—	1	—	2	—
Prosecution	6	8	6	19	12	27
Section 65	17	25	20	8	37	33
Miscellaneous	6	8	6	2	12	10
<b>Total</b>	<b>149</b>	<b>138</b>	<b>112</b>	<b>123</b>	<b>261</b>	<b>261</b>
Type of Case	Disposed of June		July		Total	
	1969	1968	1969	1968	1969	1968
Certification	91	80	94	94	185	174
Termination	5	2	3	4	8	6
Successor Status	1	1	1	3	2	4
Strike Unlawful	1	3	2	2	3	5
Lockout Unlawful	—	1	2	—	2	1
Prosecution	9	9	12	17	21	26
Section 65	10	21	13	12	23	33
Miscellaneous	11	5	9	9	20	14
<b>Total</b>	<b>128</b>	<b>122</b>	<b>136</b>	<b>141</b>	<b>264</b>	<b>263</b>



**LB2**  
**Number of Cases Dealt with by the Ontario Labour Relations Board**  
**April to July, 1969**

Type of Case	Received		Disposed of	
	1969	1968	1969	1968
Certification	370	361	368	360
Termination	23	10	16	16
Successor Status	5	10	18	11
Strike Unlawful	22	18	22	17
Lockout Unlawful	2	3	3	3
Prosecution	44	40	53	42
Section 65	59	71	56	73
Miscellaneous	28	22	42	27
<b>Total</b>	<b>553</b>	<b>535</b>	<b>578</b>	<b>549</b>

**T1**  
**Apprenticeship Training Conducted by The Industrial Training Branch**  
**by Fiscal Year (1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1st Quarter 1969-70
Active apprentices at end of period						
In regulated trades	9,813	10,613	12,407	13,438	14,916	14,900
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,503
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>17,403</b>
Registrations during the period						
In regulated trades	4,243	4,174	5,598	5,315	5,524	1,238
In non-regulated trades	948	838	1,551	1,136	876	222
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>1,460</b>

(1) Fiscal year starts April 1st, and ends March 31st.

**T2**  
**Apprenticeship Registration with The Industrial Training Branch**  
**by Month, 1967, 1968 and 1969**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1967	1968	1969	1967	1968	1969	1967	1968	1969
January	645	437	511	139	68	103	784	505	614
February	482	380	485	195	124	70	677	504	555
March	467	360	416	189	73	58	656	433	474
April	329	425	419	128	73	97	457	498	516
May	399	387	392	75	101	62	474	488	454
June	455	359	427	122	94	63	577	453	490
July	427	273	363	71	40	75	498	313	438
August	465	436		110	41		575	477	
September	466	566		49	49		515	615	
October	535	515		77	73		612	588	
November	529	607		107	95		636	702	
December	533	544		132	79		665	623	

---

T3  
Trainees in Short-Term In-Plant Training Conducted by  
The Industrial Training Branch by Month, 1969

---

Month	In Training at End of Previous Month Under OTA**	Added During Month Under OTA**	Discontinued During Month Under OTA**	Completed During Month Under OTA**	In Training at End of Month Under OTA**
January	1,429	495	92	396	1,436
February	1,436	535	124	315	1,532
March	1,532	674	144	412	1,650
April	1,650	610	89	551	1,620
May	1,620	521	178	409	1,554
June	1,554	375	135	345	1,449
July	1,449	961	70	755	1,585

---

\*\*Occupational Training of Adults Act of 1967.

---

# Immigrant Tradesmen and the Language Barrier

## How training in occupational English can help newcomers become part of our labour force without facing frustration and hardship.

For some time the agencies, private and government, involved in the successful assimilation of immigrant workers have felt growing concern over the many-sided effects of the language problem on the lives of New Canadians.

In its report released at the beginning of June the Windsor Advisory Committee on Employment, appointed in 1967 by Labour Minister Dalton Bales as a special project in honour of International Year for Human Rights, found "language loomed as the biggest problem and the greatest barrier to satisfactory employment and adjustment in the community".

It is a problem which is of particular concern to the Ontario Department of Labour. Over half of all New Canadians come to Ontario. In 1968, more than 96,000 immigrants arrived in Ontario; some 53 per cent, around 50,000, entered directly into the labour force; it is estimated that 70 per cent of these are non-English speaking.

Unless the newcomer can begin the process of assimilation fairly soon after arrival, it becomes more difficult as time goes by. It is now known that those who, for one reason or another, fail to achieve a reasonable level of English in the first few years are likely to remain isolated socially and handicapped economically for the rest of their lives.

For the immigrant to whom this happens it may mean the end of the brave dream of building a better future which brought him here. And for society it may mean the loss of a much-needed productive worker.

Tradesmen coming from other countries must pass the Ontario Department of Labour trade certification examinations in order to practise here as plumbers, steamfitters, sheet metal workers, electricians, motor vehicle repairers, refrigeration and air-conditioning workers, hairdressers, barbers and watchmakers. Newcomers who apply to the Department are granted a Provisional Certificate so that they can take a job while preparing for the examination.

Many applicants, who may be skilled and experienced craftsmen, fail these examinations because they can't communicate in English.

To assist immigrant tradesmen become part of the labour force as quickly as possible, the government has up till now arranged for them to write their examinations with the help of an interpreter — on condition the interpreter is not knowledgeable in the applicant's trade.

Where the interpreter meets this requirement, however, it has also been found that he has no knowledge of the specialized trade terminology in either English or the applicant's own language and so, instead of assisting, his services only tend to confuse the candidate.

And the examiners are unable to assess whether the applicant has failed because he is, in fact, not fully qualified in his trade or because the language barrier prevented him from understanding and answering the questions correctly.

### Subject of Suspicion

In the case of applicants who pass with the help of interpreters, there is sufficient evidence showing knowledge of the candidate's trade on the part of the interpreter to make any pass a subject of suspicion. It is suspected that a significant proportion of the passes may be a reflection of the trade knowledge of the interpreter and not that of the candidate.

Even those candidates who pass on merit are able to function only in a limited capacity. Without English they are unable to read and comprehend local, provincial and federal codes of practice, trade manuals, job specifications or other written instructions. Further, their job mobility is limited and frequently they are locked into their own ethnic group and they may be subject to unnecessary unemployment or under-employment.

It was to try to resolve some of these problems and as a basis for further research that a pilot training course in occupational English was organized in Toronto a year ago.

The idea for a course to give immigrant tradesmen sufficient knowledge of English trade terminology to write their certification examination without interpreters was conceived in the Curriculum and Standards section of the Department of Labour's Industrial Training Branch.



## Immigrant Tradesmen

### Co-operative Venture

The project became a co-operative venture involving the Department of Labour, the Citizenship Branch of the Department of the Provincial Secretary and Citizenship, the Federal Department of Manpower and Immigration, the Ontario Department of Education, the International Institute of Metropolitan Toronto and COSTI, the Italian community education centre.

The project, which started at the International Institute at the end of July last year, was divided into two phases. A 12-week course consisting of 120 hours of basic English instruction was followed by an eight-week course (totaling 80 hours) in English terminology for such tradesmen as plumbers, steamfitters, electricians, sheet metal workers and motor vehicle repairmen.

In planning the curriculum, a goal of basic English to the minimum of level 10 was set – equating level 20 with the amount of English required to enter university and taking 20 stages to reach this with no knowledge of English to start with.

The teachers chosen for the first half of the program all had training and experience in teaching English as a second language to adults. The instructors in the second phase were teachers or student teachers with practical experience in the relative trades.

The 182 students for the pilot project were selected from among non-English speaking tradesmen who had applied to the Department of Labour for certification. All had been granted a Provisional Certificate, most had attempted the qualifying examination. Preference for inclusion in the course was given to those who had failed more than once, in an attempt to find out at the end of the program if the curriculum was of benefit to such cases.

### Full-time Jobs

In years they ranged from the late teens to middle age and they represented 25 nationalities, including Italian, Greek, Portuguese, German, Spanish, Moroccan, Polish, Israeli, Lithuanian and Yugoslavian. Some had been in Canada for years, others had arrived only weeks or months before the course.

The majority had family responsibilities and most of them had full-time jobs, often starting at 8 a.m. or earlier. Classes were conducted for 2½ hours on four nights a week, but there was little absenteeism except owing to illness or overtime work and the students applied themselves diligently and with enthusiasm to the experiment.

Before the course started a multi-lingual counsellor conducted interviews with the candidates and they were given a written outline of the program prepared in a number of languages, so that every student could be fully briefed on the purpose of the project.

The general objective of the project was to determine whether translators could be eliminated if candidates were first provided with trade-orientated English instruction.

Trade examination results would thus be a more reliable measure of the candidates' trade knowledge.

More specific objectives were to determine the minimum level of English required by candidates to provide meaningful examination results; to structure a suitable training program based on the results of the project and experience gained; to determine minimum and maximum times required under a variety of circumstances for such a training course; to provide candidates with an ability to take additional trade instruction in English.

### Assessment of Project

After the pilot project was completed at the end of last year, the students wrote the Department of Labour examinations for Certificates of Qualification in their respective trades. The outcome of the examination results as well as the content of the project are the subject of an assessment study recently published by the Research Branch of the Ontario Department of Labour.

Three-quarters of the immigrant tradesmen taking part in the pilot project failed the Certificate of Qualification examinations. An analysis of the results shows that candidates who achieved under 50 per cent in the English language test during the training course obtained an average mark of 43 per cent in the certification examination.

Those with a mark between 50 and 74 per cent in English achieved an average of 45 per cent in the certification exam. On average only those with level 14 or more in English passed their Certificate of Qualification (the average mark for this group was 62 per cent).

An analysis of performance on specific sections of the certification examination indicates that, in general, the trade knowledge of candidates was quite poor in terms of Ontario's standards.

Serious gaps in the knowledge of trade theory revealed by this part of the analysis suggests that language training can solve only part of the problem, and would be a complete solution to the problem only for those candidates who, from the point of view of Ontario's standards, are fully qualified and lack only a knowledge of English.

But the examiners never expected that the course would result in a high pass rate. There has never been any doubt that trade knowledge is a major factor in the high failure rate of immigrant tradesmen but it has not been possible in the past to measure its full extent.

### Significant Increases

In all the trades tested after the pilot training course, there were significant increases in average Certificate of Qualification marks following language training compared with average marks prior to training when translators were used. It is possible, therefore, to conclude that the post-training

## The Language Barrier



## The Language Barrier

results reflect the trade knowledge of the candidates more reliably, if for no other reason than the fact that the unknown effect of the translator was eliminated.

Another significant outcome of the project is to establish a minimum acceptable level of English which candidates need for a reliable testing of their trade knowledge. Although the goal for basic English in the curriculum was set at level 10, a number of students in fact achieved level 14. The analysis of the certification exam results shows that where level 14 was reached there is a significant increase in the average Certificate of Qualification marks in all trades.

In the opinion of the Department of Labour's Curriculum and Standards section, the pilot project has demonstrated that it is possible to provide candidates with a facility in English trade terminology in a relatively short period of time.

With this, it will be possible to assess more accurately the standard of their trade knowledge, determine their areas of weakness and prescribe suitable trade training to upgrade a candidate's skill. Provided he has the aptitude and ability, the candidate who has acquired facility in English will be equipped to absorb such trade training and improve his employment prospects.

### Follow-up to Project

The students on the pilot course who failed have not been abandoned. Those who did not achieve level 10 in basic English have been advised to continue studying English until they are ready to attempt the qualifying exam so that their trade knowledge can be assessed. Those who failed on trade knowledge have been put into touch with community colleges where they can take courses to upgrade their skills.

And as an outcome of the pilot project and the experience gained, the Department of Labour has been co-operating with the Department of Education and the Citizenship Branch as well as the Federal Department of Manpower and Immigration in mounting a second course in occupational English at George Brown College of Applied Arts and Technology at the end of September.

The minimum goal in basic English has been raised to level 14 and the curriculum content will be amended on the findings on the pilot project. The course will be attended by 200 immigrant tradesmen selected from among those applying to the Department of Labour for certification.

It is too early to predict where the experiment will lead, but the ultimate aim is to make training in English trade terminology available throughout the Province, so that newcomers to Ontario may become useful members of our labour force without facing the frustrations and hardships of a language barrier.



# Two Who Beat the Barrier

John Giudice

and

John Giudice is 44 and a plumber. He is proud of his trade and has worked at it for over a quarter of a century. He was born in Sicily and came to Canada in 1961 after spending five years in Venezuela. But John never mastered English properly and until recently his two ambitions – to practise as a skilled plumber and to become a full citizen of his new country – were blocked by the language barrier.

He has worked as a plumber for the same company (Metro Plumbing Ltd.) for six years, he has a house, his two children enjoy the benefits of a Canadian education, but John Giudice twice failed his certification exam, using an interpreter. When he was chosen for the pilot training course last year he felt fresh hope. At the end of the course, he wrote the Certificate of Qualification again – and failed again.

But the training course had got him into the way of studying and, helped by Bob Levy, his foreman, and his 13-year-old son Martino, John spent six months learning the English terminology of his trade from a manual prepared by his union. On June 5 he wrote his exam and passed.

"It was a good course, with a good teacher", he says of the pilot training course. "When the boss asks me to do a job, now I know what he means". Soon John Giudice (seen here at work on a construction site in North York) hopes to have his citizenship papers and he already plans to do a course in blueprint reading organized by his union.



"It was a good course, with a good teacher"

## Dmytro Ciz



Dmytro Ciz, 37, also came to Canada in 1961. He is Ukrainian and has worked as an electrician with Ehrlich Electric Ltd. for most of his eight years in Toronto. For the past three years he has been a foreman. But although he speaks Ukrainian, Russian, Polish and a little Serbian, he knew no English when he arrived with his wife Stella. They went to night school for three years and when Dmytro wrote his certification examination at the beginning of 1968 he refused the services of an interpreter.

But he failed because he couldn't understand or answer the questions in English. On the pilot training course he achieved the goal of level 10 in English, but when he wrote the Department's exam in January he failed again. "I still did not have enough English to answer the questions", he says.

The Curriculum and Standards Branch recommended that he attend a 60-hour course for electricians at Humber Community College and on June 27 Dmytro Ciz wrote and passed his Certificate of Qualification. "Without the language training course I don't know how long it would have taken me". And Dmytro, at work here on a Scarborough construction site, is going to continue studying English at night school.

"Without the language training course  
I don't know how long it would have taken me".



# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Industrial Training Seminar

A seminar on industrial training and education was held in Peterborough on September 18 for management and personnel officials of industries throughout the area. The seminar was sponsored by the Department of Labour in co-operation with the Federal Department of Manpower and Immigration and the Lake Ontario Regional Development Council.

Its purpose was to identify the manpower training needs and problems peculiar to the region and to acquaint industries with the resource facilities at Sir Sandford Fleming College. Emphasis during the seminar was also placed on apprenticeship, short-term training in industry, the modular concept in training and the role of the community college.

## Apprentices at Yorkdale

The Department, in co-operation with the Toronto District and Labour Council and Triton Centres Limited, has built a multiple unit dwelling for presentation to the Bolton Summer Camp.

The building was erected on the parking lot of the Yorkdale Shopping Plaza and was presented to the camp by Mr. W. F. Davy, Director of Industrial Training, on September 1.

## Canadian National Exhibition

The Department mounted three exhibits at this year's Canadian National Exhibition. Fourteen multi-lingual university and college students from a variety of ethnic backgrounds acted as hostesses at the Employment Standards Branch information centre, the Ontario Women's Bureau exhibit and the Ontario Human Rights Commission display.

## Employment Standards Branch

Officials of the Employment Standards Branch were on duty from 10 a.m. to 10 p.m. throughout the 19-day exhibition at the regional office established in a trailer at the top of the Midway area. They provided information on all aspects of the new Employment Standards Act and answered questions on minimum wages, equal pay, vacation pay, overtime and collection of wages.

## Women's Bureau

Ten young women who have unusual and interesting careers in the health and paramedical fields discussed educational requirements, job functions and opportunities with visitors to the Women's Bureau exhibit.

The display was aimed at senior high school students who are deciding on a career. It is part of a continuing program developed by the Bureau to inform students of the career opportunities which expanding technology and the demand for specialized skills have made available in health and many other fields.

## Human Rights Commission

The Ontario Human Rights Commission exhibit featured an audio-visual presentation of the Commission's activities and counsellors were on duty to provide information on discrimination in housing, employment and public accommodation, as well as age discrimination in employment.

## Safety Information Service

A new Central Safety Information Service, the first of its kind in Canada, is being operated by the Labour Safety Council of Ontario under the direction of Mr. D. F. Jones, the council's Executive Director.

The service acts as a clearing house of information for the public, industry and institutions that currently experience difficulty in obtaining essential safety information. The new office makes available sources in safety research and draws attention to the various services of other agencies in all areas of safety.

## New Publications

Several publications have recently been prepared by the Department and are available through Information Services:

*The Employment Standards Act* (pamphlet) describes the revised legislation which safeguards wages and working conditions in Ontario and gives employees and employers a clear outline of their rights and obligations in this field.

Four new pamphlets describe the role of the different branches of the Department's Safety and Technical Services Division and the Acts and Regulations they administer in protecting the safety of workers in Ontario. The publications are entitled *Industrial Safety*, *Boiler Inspection*, *Construction Safety*, *Operating Engineers*.

*Safety in Ontario*, a comprehensive listing of safety information, legislation, films and their sources, has been brought up to date. The booklet also lists government departments and associations and their authority and jurisdictions in the field of safety.

The Women's Bureau has just issued *Women Returning to the Labour Force*, a report on a research study conducted by the Careers Centre over the past two years to examine the motivation and aspirations of mature women returning to work, the obstacles they encounter, and their labour force potential.

Two other Women's Bureau publications have been revised and up-dated. They are *Law and the Woman in Ontario*, a description of Ontario labour legislation of interest to women workers, and *You're a What?*, a pamphlet outlining unusual careers for women in the health and paramedical fields.



# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## The Construction Safety Act

Ontario Regulation 269/69, which came into effect under The Construction Safety Act, 1961-62 on July 23, completely revises the standards that have been in existence since 1962 and were amended two years ago.

The changes were made as a result of seven years' experience in carrying out inspections by the staff of the Construction Safety Branch and the municipally-appointed inspectors in interpreting the old regulations.

The Regulation serves as a tool for use by Construction Safety inspectors in enforcing the minimum standards established and it outlines the basic minimum requirements which must be fulfilled by all persons in the construction industry.

Four seminars were held during the last two weeks of July at Toronto, Sudbury, Ottawa and London at which the new standards were explained and discussed with over 100 municipally-appointed inspectors.

Copies of the new Regulation have been mailed, with a covering letter, to 24,000 employers throughout Ontario whose business is mainly in construction (Classes 21, 23 and 24). Additional copies can be obtained from the Construction Safety Branch or Information Services.

## The Industrial Safety Act

Section 17 of The Industrial Safety Act, 1964 has been amended to eliminate the formal Certificate of Registration that has been issued in respect of all factories covered by the Act. The certificate is no longer necessary because of the introduction of automatic data processing into the Department's record-keeping and inspection-assignment system.

## Chef and Baker Regulations

New Regulations pertaining to chefs and bakers are now in effect under the authority of The Apprenticeship and Tradesmen's Qualification Act, 1964.

### *Chefs*

The revised chef Regulation succeeds old Regulations made in 1966 and recognizes skills and knowledge needed by working chefs who some day aspire to senior positions in this career field. These qualifications include supervisory abilities, menu-planning, costing, etc., as well as thorough grounding in cooking and food preparation. New and comprehensive schedules of training for apprentice chefs are included.

Provision is also made for recognition of previous training and experience for persons who wish to register as apprentices in order to upgrade their qualifications.

The Ontario Department of Labour will continue to issue Certificates of Qualification to graduate apprentices and experienced chefs who are successful in passing the departmental examination. Grade 10 or equivalent continues as the academic requirement for entry to training.

### *Bakers*

The new Regulation pertaining to bakers marks the establishment in Ontario of a formal apprenticeship program for this trade. As in the case of chefs, provision is made for comprehensive in-school training as well as on-the-job practical experience.

Baker apprentices must be 16 years or older and have Grade 9 or an equivalent education, unless the applicant has one year of training or practical experience in the trade. In this case, he may be registered as an apprentice with Grade 8 or equivalent.

# Task



CA2 ON  
L  
TIO







# Task

Hon. Dalton Bales, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

R.M. Warren  
*Executive Director, Manpower Services*

H.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

M.K. Dibble  
*Executive Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

The Mediators 4

Statistics and Review 9

Fifty Years of Serving  
the People 13

Services for Working People 14

People and Events 19

View from the House 20

Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Inside cover photograph:  
W.H. Dickie, Director of Conciliation Services for Ontario, one of a small elite group with a national reputation in the mediation field.

Photograph by Michael Semak

by Wilfred List  
Labour reporter, Toronto Globe and Mail

# The Mediators

As the issues between labour and management grow more complex, the art of conciliation and mediation becomes increasingly important.

In a year when major strikes and industrial tension have occupied the centre stage on the labour relations scene, the mediator has been the man on the firing line of the collective bargaining process.

To the uninitiated, the mediator has been regarded as the miracle man in labour relations with a bagful of cures for every ailment that troubles the relationship between labour and management.

Unions and management have looked to the mediator to help them solve their collective bargaining problems and the government has leaned heavily on him either to maintain labour peace or to bring tranquility out of conflict on the labour scene.

But at a time when collective bargaining is a more complicated and sensitive area than it has ever been, even the most proficient practitioner of the art of mediation has found the task of bridging the gap between the parties a challenge that tests his skill and inventiveness to their limits.

The buoyant state of the economy, the rising cost of living and the militant character of the work force with its high expectations have all increased the possibility of head-on collisions between unions and management.

Bargaining has been more difficult as younger members of the work force pushed union leaders into taking a hard and sometimes inflexible position on union demands. The bargaining climate altered drastically in 1969, but it is questionable whether the change was fully appreciated either by

the mediators or by the contending parties. The responses to a large degree were reactions that would have been more appropriate in earlier years.

These new developments on the bargaining scene have given rise to experiment and soul-searching concerning the role and practice of mediation.

## A Reassessment

It has led to a reassessment of conciliation and mediation services, suggestions for the use of specialists in specific fields of industry and to new refinements of the theory of preventive mediation that would put the mediator at the bargaining table from the start of negotiations.

But there are as many views as there are practitioners of mediation and politicians who help shape the legislation governing labour relations.

Funk and Wagnalls New Standard Dictionary defines mediation as "agency between parties at variance with a view to their reconciliation". But in the simpler language of the world of industrial relations, it means being able to solve what has been the insoluble in labour-management disputes.

Mediation is a finely developed skill that not many possess, but it is one that is becoming increasingly important as the issues between labour and management grow more complex each year.

It played a vital role in the eventual settlement of the long-drawn strikes at the Steel Company of Canada, Algoma Steel Corporation, and at the International Nickel Company of Canada. But the very length of the strikes, capped by the 128-day work stoppage at Inco, demonstrated that even with the ablest of mediators, only the strike itself and the pressures it generates can create the catalyst for a settlement in some situations.

## Complex Background

The difficulties in labour-management negotiations have been compounded by problems posed by automation, contracting out of work, conflicts within a union between those who want the emphasis placed on pensions and others who would prefer the stress on more money in the pay cheque.

It is against this complex background that the mediator operates today, threading his way through the labyrinth of issues in search of a clue that will lead to a way out for all concerned.

Mediation in Ontario normally takes place after the initial and compulsory stage of conciliation has been completed without a resolution of the dispute, leaving the parties free to strike or lock out if no conciliation board is recommended.

[Where a union is recognized under The Labour Relations Act as the bargaining agent for the employees, the union and the employer are obliged to bargain together in good faith to effect a collective agreement setting out wages, hours and other working conditions. The Conciliation Services Branch's main function is to assist labour and management in resolving disputes when negotiations between an employer and a union have broken down.]

Conciliation services, which the Department provides on the request of either or both parties, are available at two levels. At the first level, a conciliation officer is appointed to bring the parties together and assist them to reach a mutually satisfactory agreement. Should this attempt fail, the officer reports to the Minister, who may appoint a conciliation board (the second level).

A board is made up of a representative of each party, with a neutral chairman picked by the parties or, if they cannot agree, appointed by the Minister. The board canvasses the issues and tries to bring about an agreement. It reports to the Minister on the outcome of its efforts and the Minister releases the report to employer and union. If there is still no agreement, the union is free to strike or the employer can lock out the employees.

After these formal proceedings have been exhausted, the conciliation officers, on request or otherwise, often resume mediation of the dispute. Their efforts at this stage frequently avert strikes or lockouts, or settle them after they have occurred.]

But the conciliation-officer stage required by law in Ontario as part of the bargaining process cannot be divorced entirely from mediation. The effectiveness of the officer will often determine whether the dispute will have to go to the second stage of mediation, either under the threat of a strike or in the course of a strike.

Although 1969 was a year of strikes that captured the headlines, the record of achievement over the past few years in moderating the bitterness and incidence of strikes has been impressive.

There will always be disputes that cannot be resolved short of a strike of varying duration that creates the conditions for fruitful mediation. At other times, the pressure of a strike deadline will make the parties receptive to mediation in an effort to avert a work stoppage.

But the problem confronting nearly every jurisdiction in Canada, including the federal level, is the shortage of top-flight mediators: men of prestige who have the instant stamp of acceptability and can command the confidence of unions and management; men

who have an instinct for timing and are able to make informed judgements on the basis of experience and understanding of a particular case.

W.H. Dickie, Director of Conciliation Services for Ontario, is one of that small elite group with a national reputation in the mediation field.

He is one of the few who can command the attention and confidence of company presidents and the top officers of unions – an important attribute when a crisis point is reached.

But giving recognition to the able men who make up the conciliation staff in Ontario, there are few men of Mr. Dickie's stature available or used for dealing with major disputes.

One cannot expect an abundance of men of the calibre of H. Carl Goldenberg, the Montreal expert on constitutional law and labour trouble shooter, but there are undoubtedly many persons of prestige who could be called on to act as mediators on an ad hoc basis in important disputes.

The mediator has functioned more effectively when he has been invited or welcomed by the parties than when he is imposed upon them. Sometimes public impatience, political pressures or community concern have led to a mediator moving into a dispute before the time was ripe, often setting back a settlement.

## Method of Persuasion

Usually after a conciliation officer in Ontario has dealt with a dispute and has been unable to resolve it, the parties are reluctant to take the initiative in asking for further assistance of a mediator. But cautious inquiries from Mr. Dickie's office on the status of the dispute often coaxes out of both labour and management their desire for help to avoid a strike.

"It is surprising that even the most sophisticated negotiators are often reluctant to ask for a mediator", says Mr. Dickie.

"Sometimes this is because of concern that a request would be regarded as a sign of weakness. But we usually find that when we express an interest in the case, the parties welcome intervention in 95 per cent of the disputes".

But the intervention should be meaningful, not merely an exercise. The discussions with the parties usually indicate whether the time is ripe for mediation or whether the department should sit it out. Previous experience with the companies or unions involved can often serve as a guide on how to react.

Mediation as it is practised is aimed at minimizing conflict rather than suppressing it. It is a method of persuasion, sometimes using the pressures which are built up within



a labour-management dispute to bring about a settlement.

Initially, the mediator fulfils a listening role, hearing the view points of both sides, looking for an opening, an area of concession by either side.

The economic forces at work are usually the determining major factors influencing a settlement – whether before or after a strike. It is these forces which establish the effectiveness of particular mediation efforts.

The Inco strike ran for 128 days, despite the efforts of the mediators, because there was a surprising but apparent lack of economic pressure. The United Steelworkers of America and Inco were both giants in the union and industrial fields respectively.

The union was prepared to pay strike benefits indefinitely; overtime before the strike had permitted the strikers to build up a nest egg; credit was readily available in Sudbury and Port Colborne; and there was the prospect of heavy overtime once the strike was settled. Inco, a corporation that made \$143,000,000 profit last year, was in a strong financial position to wage a long battle.

And related to and perhaps over-riding these factors was the sense of challenge in the air. The confrontation was as much a union test of and challenge to the supremacy of the corporation as it was a battle for improvements. It is significant that even after 128 days, the settlement terms were ratified by only 50.8 per cent of the nearly 10,000 strikers who cast ballots.

The relative economic strength of the parties thus becomes a framework within which efforts at mediation are carried out and against which they often have to be measured.

### Shaping Attitudes

Grievances felt by the union members against a company may often be as important as the monetary or non-monetary issues in shaping attitudes at the bargaining table and in determining the length of a strike. The difficulties for a mediator are compounded under such conditions.

The pressures for a settlement are generally greatest just before a strike deadline. They relax after the strike and only build up again after the strike has run long enough to pinch both sides.

The strike at the Steel Company of Canada by the United Steelworkers of America during the summer and fall of 1969 is a good example of this flow and ebb in the pressure on the parties.

Mediator Carl H. Goldenberg came into the picture early in the dispute, first as chairman of a conciliation board and later as a single mediator serving on a voluntary basis at the request of the union and Stelco.

The union expectations were high, the membership was militant and in a fighting mood; the summer had been a hot one and a strike, no matter how short, would have offered escape from the intense heat of the steel mills. It was a situation almost predestined for a strike.

The union negotiators had set \$1.40 an hour in wage increases and fringe benefit improvements over a two-year agreement as the target and the membership had been conditioned to expect nothing short of that goal.

But with persistence, patience, persuasion, threats of withdrawal of his services combined with cajolery, Mr. Goldenberg succeeded hours after the strike deadline had run out and the furnaces banked, to wrest a settlement from the parties of about \$1.22 an hour over three years in wages and fringe benefit improvements, including the impact costs on overtime and holiday pay of the higher rates.

Here was a situation where the union negotiators and leaders had oversold the members on the \$1.40 an hour; and the members who had taken the negotiating committee at its word, turned down the settlement by an overwhelming margin.

### Time and Reason

All the ammunition at the disposal of the mediator had been expended. There was nothing left to throw into the dispute at this stage with the pressure off; and so it simmered for nearly three months before time and reason could do their work in making mediation once again a fruitful process.

The factors that were encountered at Inco that made mediation of the nickel strike almost impossible were also present at Stelco.

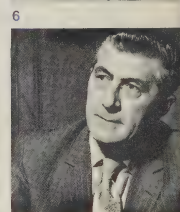
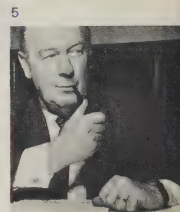
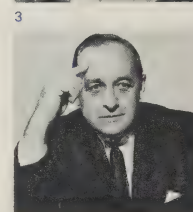
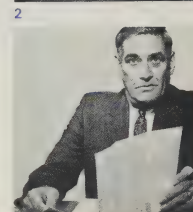
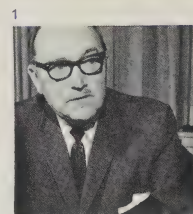
Many of the workers, perhaps thousands of them, regarded the strike as an extended vacation during the prime season – the first summer holiday they had been able to enjoy for years because their seniority had only entitled them to off-season vacations in the past. A relatively tight labour market offered temporary employment opportunities to others.

It was within this environment that Mr. Dickie, who undertook the second stage of mediation, had to work. The settlement eventually added about 8 cents more to the package that had been rejected.

The approach of the mediator to his role varies with the individual. Some rely on persuasion, analysis and on their capacity as a broker between the parties. Others add to these techniques the exercise of pressure. Mr. Dickie shuns the heavy pressure tactic.

"The companies and unions in major industries usually have a lot of talent at the

Officers of the Department's Conciliation Services Branch conduct not only formal conciliation procedures, but behind-the-scenes mediation.



Photographs/Harold Robinson

- 1 V.E. Scott, Assistant Director of Conciliation Services
- 2 J. Dunklee
- 3 N. Soady
- 4 J.M. Hopper
- 5 W.J. McGuire
- 6 J.D. Speranzini
- 7 J.R. Dempster
- 8 G.L. Greenaway
- 9 H.D. Howells
- 10 B.D. Stevens
- 11 T.R. Smith
- 12 H.R. Illing
- 13 S. Billington

bargaining table. It just doesn't make sense to tell them what they ought to be doing.

"But when you reach the crunch and you know the time has come for finality you have the opportunity of asserting yourself, making an assessment and telling the parties how you see it".

Mr. Dickie is of the school of soft-spoken mediators, calm and affable, friendly in his approach to both sides in an effort to develop an atmosphere of agreement and mutual consent.

But as one union representative once commented: "He knows how to stick pins in puffed-up positions".

Ontario's Director of Conciliation Services came into the industrial relations field through the ranks of management. But his acceptance is as high among union leaders as it is among employers because above all he is impartial and fair.

Mr. Dickie had served as chairman of nearly 600 conciliation boards from 1959 to 1966 before stepping into the position of Director of Conciliation Services.

### Ability and Expertise

Because a mediator has no power to coerce the parties, he must rely on his acceptance by them and on his ability and expertise to influence them.

The problems in mediating a dispute vary with the issue. Their resolution is particularly difficult when matters of principle are raised, such as the issue of a union shop or the discharge of employees.

For example, in the settlement of the long-drawn strike at the Royal York Hotel in Toronto a number of years ago, Mr. Goldenberg was able to break the deadlock by getting agreement on the linkpin issue of the refusal of the hotel to take back 35 strikers of the 39 who had been dismissed.

Personalities and attitudes of the negotiators may also impede a settlement and increase the difficulties of the mediator.

The task of the mediator is complicated by the fact that many issues deal with technical in-plant matters about which he has no knowledge and so he must spend time determining how important they are.

Sometimes it is advantageous to begin with non-monetary issues; at other times it becomes apparent that if the money matters are disposed of the others will fall into place. But this year, the experience of Mr. Dickie and of other mediators has been that the union has insisted on disposing of the non-monetary issues before tackling the economic items.

The calibre of the negotiators is also important to the success of mediation. The experienced mediator has no illusions about the shortcomings of labour leaders,

representatives of management and the institutions they represent.

The relative incompetence of negotiators on both sides of the bargaining table in some disputes adds to the difficulties of the mediator. The prospects for a settlement are further diminished if the mediator is not first rate.

### Confidence Shaken

George P. Shultz, the US Secretary of Labor and formerly professor in the Graduate School of Business of the University of Chicago, commented several years ago that when an unqualified or unwanted mediator is thrust upon the parties, not only is he less likely to be successful, but confidence in mediation as a whole may be shaken.

Eric Taylor, an industrial relations specialist and consultant, whose experience dates back 40 years, feels there are only ten to 15 persons in Canada who possess or who have demonstrated the qualities necessary for successful mediation of major and critical disputes.

Mr. Taylor himself demonstrated that he ranks within this elite by helping as chairman of a conciliation board to settle what had been regarded as an insoluble dispute between the Treasury Board and the electronic technicians unit of the International Brotherhood of Electrical Workers. It was a wildcat strike earlier by this group of technicians that interrupted or slowed air traffic across Canada.

There were more than 160 items in dispute when the Board began its efforts. Although the board's activities came within the scope of the compulsory conciliation legislation of the federal Industrial Disputes Investigation Act, it performed a mediation function.

Time for carrying out the mediation and timing of the intervention of the mediator and in the course of the mediation are vital to success.

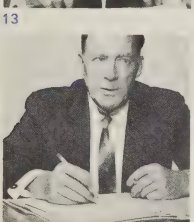
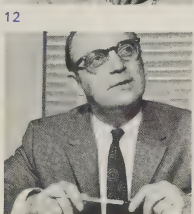
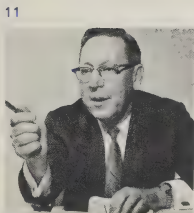
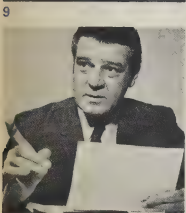
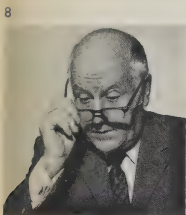
There are divisions among those who practice mediation on the question of timing of the intervention. In Ontario the conciliation-officer stage is mandatory before a legal strike may be undertaken. But in some jurisdictions this is not the case.

Should a government-appointed mediator be injected into a dispute at an early stage as a preventive measure, where no conciliation is required?

### Early Intervention

There are some who feel there is a place for the early intervention of mediators and their active participation in negotiations, even though conciliation boards are compulsory at the federal level.

This view is reflected in a statement by a US mediator: "If we can assist in avoiding





a costly and destructive clash, we have no choice but to be flexible enough to try".

But most mediators who responded to a questionnaire circulated a few years ago among mediators in 17 states and four Canadian provinces felt that it would be a mistake to undertake early intervention.

The study, undertaken under the auspices of Rutgers University in New Jersey, showed that only 2 per cent felt the mediator should enter the scene at the start of negotiations and only 8 per cent said he should step in early in negotiations. Fifteen per cent believed the best time was when negotiations were well under way, and the vast majority, 75 per cent, would wait until the parties had reached an impasse.

The opposite view has support in a statement by a mediator at the federal level in the United States who said:

"The present climate presents the possibilities of head-on collisions between the parties and, therefore, mediation agencies need more time than before to work things out. Events may force on us the responsibilities of helping the parties adjust to unfamiliar challenges and new bargaining conditions. Tactics and methods effective in the past may not work today, and mediation may be able to ease the adjustment by early effective participation".

The consensus among the US state mediators was that they should not enter a dispute until the parties have reached a genuine impasse and that it is preferable to enter only when both parties request their services.

Yet it is significant that two-thirds of the mediators felt that the legislation should require the parties to utilize mediation before a strike can legally begin.

This opinion contradicts their support of the precept of voluntary mediation, but the Rutgers study suggests that the faith of the mediators in their work is sufficient to persuade them that the law ought to require all parties to avail themselves of their services before the pickets start marching.

### Not for Amateurs

There are varying views on the qualities necessary for effective mediation, but there is common agreement that it is not a field for amateurs.

Next to acceptability, judgement is the most important factor that distinguishes the top-notch mediator from one of average competence.

"Many people are technically competent, but they wouldn't know a deal if they saw one", Mr. Dickie says. "They just don't have the judgement to move in and complete the deal at the critical point".

The timing in the course of mediation

is as important as the decision of when to intervene.

Here is what one authority believes:

"A good mediator who is close to the scene must make informed judgements on the basis of his experience and understanding of a particular case. A mediator can serve a most useful function by asking the right questions in the right way.

"A series of intelligent and fairly acute questions will distil generalities into bargaining specifics. Frequently in caucus, the mediator can point out weaknesses in a party's proposal which will yield fruit. Infrequently such weaknesses may, to good advantage, be exposed in a joint conference".

Mr. Dickie likes to talk informally to the union committees. These informal discussions avoid the rhetoric and platform speeches heard at the bargaining table and often pinpoint the real issues.

### Inventive and Creative

The good mediator must be inventive and creative rather than a passive go-between. But there is more opportunity for creativity in disputes dealing with smaller firms than in those where giant unions and corporations are involved. In these cases the parties have their own expert negotiators, economists, actuaries, lawyers and publicists.

But in these situations the mediator can act to deflect extreme or unreasonable positions and thus avoid a blow-up or break-off at the bargaining table.

Here are the words of one mediator:

"If the parties are set on a course for certain trouble, we have an obligation to utilize whatever devices we can muster to try to prevent disaster".

Marathon sessions that go around the clock have figured in many key cases, partly on the momentum theory in collective bargaining: once you have achieved movement you stay at the negotiating table, around the clock if necessary. There is another factor in this hard-push negotiations: it is that it tends to create a sense of urgency among the parties.

Both Mr. Dickie and Mr. Goldenberg also feel that longer bargaining sessions, when movement can be discerned, avoid much of the time loss incurred in the necessary reviews of what has taken place in the earlier sessions when the bargaining periods are short.

There is also the fear that a tentative concession may disappear the next day if it is not nailed down immediately.

There is a contrary view that has been expressed in these terms:

"The place to hold a meeting or conference quite often is important. We are all now quite used to the conveniences of air conditioning and things of that nature. We are not a noc-

turnal race. If you want an irate person, keep him up night after night in a hot, crowded room. Who knows who will surrender at the last minute when one is exhausted at about 4 a.m. after around-the-clock negotiations."

This view, expressed by mediation specialist S.E. Angoff in the *Labor Law Journal*, added this acidic comment on marathon sessions:

"The number of coronary thrombosis is increasing in the labour relations field. Maybe the only good labour leaders, labour lawyers or management representatives are the dead ones. I don't think so and I state flatly that meetings after 6 p.m. are dangerous and unnecessary.

"Remember, irritated people are not susceptible to solution. This does not mean that occasionally such night sessions are not necessary; they are, but only in an extreme emergency."

Canada's industrial relations consultant Eric Taylor is among those who believe that the mediators and the parties themselves need more time than they take to refine and analyze their positions.

### Working out Solutions

The novice to collective bargaining may wonder why the negotiating teams often spend more time meeting separately than meeting together, as was the case in the Inco post-strike mediation. But the fact is that it is important to work out solutions within the union and management organizations before sitting down jointly at the bargaining table.

Herbert Northrup, a professor who conducted a study financed by the Wharton School of Finance and Commerce, University of Pennsylvania, wrote:

"If the mediator insists on too many conferences, or on not letting the powder dry before he is pushing the parties to get together again, he is likely to be a nuisance rather than a catalyst.

"If he realizes the importance of timing, and pushes for meetings when they can move the participants toward settlement but understands that no meetings are preferable to sterile, time-wasting meetings, he can be of much greater assistance in achieving settlement when bargaining does occur".

There is no question that mediation is an essential ingredient of the collective bargaining system, although the prime responsibility for reaching agreement and composing their differences must rest with the parties themselves.

New dispute-solving techniques may be evolved in the future, but third-party assistance, whether by mediators from within the government services or by eminent outsiders, will likely continue to play an important role in containing or resolving conflict.



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 15



### C1

Volume of Conciliation Activity, Ontario Department of Labour  
August, September, and October, 1969 and 1968

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	<b>675</b>	<b>533</b>	<b>760</b>	<b>660</b>	<b>71,074</b>	<b>83,292</b>
Pending July 31	256	230	312	292	30,912	50,920
Referred during period	419	303	448	368	40,162	32,372
<i>Disposed of</i>						
<b>Total</b>	<b>341</b>	<b>333</b>	<b>389</b>	<b>429</b>	<b>49,609</b>	<b>63,887</b>
Settled by Officer	162	175	189	230	14,960	30,460
Referred to Conciliation Boards	4	8	4	15	10,352	14,793
No Boards	170	149	190	183	24,208	18,528
Lapsed	5	1	6	1	89	106
Mediator	0	0	0	0	0	0
<b>Pending October 31</b>	<b>334</b>	<b>200</b>	<b>371</b>	<b>231</b>	<b>21,465</b>	<b>19,405</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
<b>Total</b>	<b>15</b>	<b>19</b>	<b>17</b>	<b>26</b>	<b>12,564</b>	<b>20,403</b>
Pending July 31	11	11	13	11	2,212	5,610
Referred during period	4	8	4	15	10,352	14,793
<i>Disposed of</i>						
<b>Total</b>	<b>9</b>	<b>11</b>	<b>11</b>	<b>11</b>	<b>2,102</b>	<b>5,633</b>
Settled prior to hearings	2	0	3	0	833	0
Settled during hearings	2	4	2	4	254	319
Board reported "no settlement"	5	7	6	7	1,015	5,314
Lapsed	0	0	0	0	0	0
<b>Pending October 31</b>	<b>6</b>	<b>8</b>	<b>6</b>	<b>15</b>	<b>10,462</b>	<b>14,770</b>

C2  
 Volume of Conciliation Activity, Ontario Department of Labour  
 January to October, 1968 and 1969

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	<b>1,637</b>	<b>1,479</b>	<b>2,121</b>	<b>1,982</b>	<b>248,013</b>	<b>246,683</b>
Pending December 31	229	178	252	253	25,014	28,110
Referred during period	1,408	1,301	1,869	1,729	222,999	218,573
<i>Disposed of</i>						
<b>Total</b>	<b>1,303</b>	<b>1,279</b>	<b>1,750</b>	<b>1,751</b>	<b>226,548</b>	<b>227,278</b>
Settled by Officer	576	619	714	774	56,174	74,038
Construction						
Non-construction						
Referred to Conciliation Boards	24	46	28	88	43,497	41,440
No Boards	693	607	996	882	125,613	109,806
Construction						
Non-construction						
Lapsed	10	7	12	7	1,264	1,994
Mediator	0	0	0	0	0	0
Pending October 31	334	200	371	231	21,465	19,405
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
<b>Total</b>	<b>30</b>	<b>61</b>	<b>35</b>	<b>117</b>	<b>44,206</b>	<b>44,416</b>
Pending December 31	6	15	7	29	709	2,976
Referred during period	24	46	28	88	43,497	41,440
<i>Disposed of</i>						
<b>Total</b>	<b>24</b>	<b>53</b>	<b>29</b>	<b>102</b>	<b>33,744</b>	<b>29,646</b>
Settled prior to hearings	2	1	3	1	833	75
Settled during hearings	7	10	8	12	1,090	642
Board reported "no settlement"	15	42	18	89	31,821	28,929
Lapsed	0	0	0	0	0	0
Pending October 31	6	8	6	15	10,462	14,770

## LB1

Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
August, September and October, 1969

Type of Case	Received							
	August 1969	1968	September 1969	1968	October 1969	1968	Total 1969	1968
Certification	84	78	91	84	77	93	252	255
Termination	3	10	1	8	4	8	8	26
Successor Status	1	—	—	—	8	1	9	1
Strike Unlawful	6	—	—	7	6	2	12	9
Lockout Unlawful	1	—	1	—	—	1	2	1
Prosecution	16	5	21	10	6	4	43	19
Section 65	24	9	15	14	15	17	54	40
Miscellaneous	6	5	7	7	11	2	24	14
Total	141	107	136	130	127	128	404	365

Type of Case	Disposed of							
	August 1969	1968	September 1969	1968	October 1969	1968	Total 1969	1968
Certification	84	84	91	85	102	98	277	267
Termination	4	4	5	5	3	8	12	17
Successor Status	1	—	—	2	1	—	2	2
Strike Unlawful	1	1	1	4	6	6	8	11
Lockout Unlawful	—	—	1	—	1	—	2	—
Prosecution	4	3	15	6	14	6	33	15
Section 65	19	11	17	25	22	16	58	52
Miscellaneous	8	2	8	2	15	5	31	9
Total	121	105	138	129	164	139	423	373

## LB2

Number of Cases Dealt with by the Ontario Labour Relations Board  
April to October, 1969

Type of Case	Number Received		Number Disposed of	
	1969	1968	1969	1968
Certification	622	616	645	627
Termination	31	36	28	33
Successor Status	14	11	20	13
Strike Unlawful	34	27	30	28
Lockout Unlawful	4	4	5	3
Prosecution	87	59	86	57
Section 65	113	111	114	125
Miscellaneous	52	36	73	36
Total	957	900	1001	922



## T1

Apprenticeship Training Conducted by the Industrial Training Branch  
by Fiscal Year (1)

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1st Quarter 1969-70	2nd Quarter 1969-70
Active apprentices at end of period.							
In regulated trades	9,813	10,613	12,407	13,438	14,916	14,900	14,965
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,503	2,383
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>17,403</b>	<b>17,348</b>
Registrations during the period							
In regulated trades	4,243	4,174	5,598	5,315	5,524	1,238	1,294
In non-regulated trades	948	838	1,551	1,136	876	222	197
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>1,460</b>	<b>1,491</b>

(1) Fiscal year starts April 1, and ends March 31.

## T2

Apprenticeship Registration with the Industrial Training Branch  
by Month, 1967, 1968 and 1969

Month	Regulated Trades			Non-Regulated Trades			Total	1968	1969
	1967	1968	1969	1967	1968	1969	1967		
January	645	437	511	139	68	103	784	505	614
February	482	380	485	195	124	70	677	504	555
March	467	360	416	189	73	58	656	433	474
April	329	425	419	128	73	97	457	498	516
May	399	387	392	75	101	62	474	488	454
June	455	359	427	122	94	63	577	453	490
July	427	273	363	71	40	75	498	313	438
August	465	436	446	110	41	63	575	477	509
September	466	566	485	49	49	59	515	615	544
October	535	515	648	77	73	113	612	588	761
November	529	607		107	95		636	702	
December	533	544		132	79		665	623	

## T3

Trainees in Short-Term In-Plant Training Conducted by  
the Industrial Training Branch by Month, 1969

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed During Month	In Training at End of Month
	Under OTA**	Under OTA**	Under OTA**	Under OTA**	Under OTA**
January	1,429	495	92	396	1,436
February	1,436	535	124	315	1,532
March	1,532	674	144	412	1,650
April	1,650	610	89	551	1,620
May	1,620	521	178	409	1,554
June	1,554	375	135	345	1,449
July	1,449	961	70	755	1,585
August	1,585	553	126	390	1,622
September	1,622	473	123	340	1,632
October	1,632	721	185	466	1,702

\*\*Occupational Training of Adults Act of 1967.

# Fifty Years Serving the People

It is just 50 years since the Hon.W.R. Rollo, of Hamilton, took office as Ontario's first Minister of Labour on November 14, 1919, in the same year that the International Labour Organization was established. In the half century that has passed, the tremendous growth and sweeping innovations which have changed our society have been reflected in the growth and development of the Ontario Department of Labour as its function and scope have broadened to keep pace with the needs of the people.

Before the turn of the century labour affairs in Ontario were the responsibility of a small branch which was attached to the Department of Agriculture. In 1900 The Bureau of Labour Act transferred this branch, now called the Bureau of Labour, to the Department of Public Works.

Its object was "to collect, assort and systematize and publish information and statistics relating to employment, wages and hours of labour throughout the Province . . . with such information relating to the commercial, industrial and sanitary condition of workingmen, and the permanent prosperity of the industries of the Province".

In 1916 this bureau was replaced by the Trades and Labour Branch, still under Public Works, and was given charge of the administration of various safety and training standard laws which had come into effect over the years.

It was a time when all over the world it was becoming clear that the labour offices of governments could not merely be involved in gathering facts or intervening in industrial disputes.

More and more there was a need for regulating working conditions and participating in safety, health, job-finding, welfare and training, as these concerned employees at large, as well as setting minimum standards for the protection of the public.

In April, 1919 the Ontario Legislature passed Bill 169 to establish the Department of Labour and bring all labour matters under a single ministry.

## Economic Well-being

Labour law in Ontario was first introduced to protect women and children (the only groups covered by the 60-hour week enforced by The Ontario Factory Act of 1884) and to ensure safe working conditions. When the new department was set up, it was responsible for the administration of five Acts – The Factory Act, The Bureau of Labour Act, The Steam Boiler Act, The Stationary and Hoisting Engineers' Act and The Building Trades, Protection Act.

Today the Department of Labour administers and enforces 22 pieces of legislation designed to safeguard the economic well-being of the Province's working men and women and help them to meet and benefit from social and economic change.

The legislation covers such areas as the rights of the individual who is employed, the rights of labour unions and management, safety in industry, the safeguarding of wages and other labour standards, protection against discrimination, the promotion of opportunities for workers

through skill training programs, and the maintenance of harmonious labour-management relations.

In recent years much of this legislation has been revised or rewritten and there has been a steady stream of new legislation to keep step with the development taking place in Canada's most productive and industrialized province.

As the Department of Labour has progressed to playing a larger and more active role in this society, its structure has been reorganized and new branches and divisions have been created to serve new needs. As recently as 1958, the Department's total staff numbered 336. The Department of today divides into four distinct areas, with an over-all staff of over a thousand.

The branches concerned with the quality and quantity, protection and productivity of the work force are collected together under one division called Manpower Services. The Safety and Technical Services Division is involved with the safety of workers and the general public. Labour-management relations are handled by the Labour Relations Board and the Conciliation Services Branch. Other services are provided by the Ontario Human Rights Commission and the Research, Personnel, Accounts, and Systems and Automatic Data Processing branches.

## Fitting Commemoration

One of the first tasks of the new Department in 1919 was the establishment of a Minimum Wage Board in Ontario, with power to regulate in certain cases the minimum wages of women and girls. Perhaps the most fitting commemoration of the Department's 50th year of serving the people is the new Employment Standards Act, which came into effect on January 1, 1969.

This legislation consolidates into one statute a number of separate Acts dealing with working conditions such as minimum wage rates, hours of work, vacations with pay and equal pay for men and women, and provides a basic framework to give employees and employers a clear outline of their rights and obligations in this field. A number of new labour standards concerning overtime pay, wage collection and premium pay for work on statutory holidays have also been incorporated.

In November the Hon. Dalton Bales, QC, Minister of Labour, announced that the Department's Employment Standards Branch had collected over a million dollars for nearly 39,000 workers throughout the Province under The Employment Standards Act, twice the amount recov-

# SERVICES FOR WORKING PEOPLE

The middle-aged man with the receding hairline tries to remember when it was he left school. He was born in 1926 and he only went to school for two years, so it must have been 1935 when he completed his education. His expression becomes a little more anxious, because he knows that doesn't sound much.

The counsellor patiently asks another question which might reveal some hidden skill or talent. It is translated rapidly into Portuguese, because the man speaks almost no English. He is a Canadian citizen, he's been here 12 years. He worked as a handyman in a chocolate factory until an accident injured his back and side. He draws a Workmen's Compensation pension for a 50 per cent disability, but he is trying to get a labourer's job to supplement the family income. He has come for help in filling out a massive employment application form he does not understand . . .

The young Cuban explains in Spanish that before coming to Toronto he was an air-conditioning and refrigeration worker. Before he can practise here in this trade he must pass the Department of Labour's certification examination. He has written the exam, in English and without an interpreter, but his command of the language is poor and he thinks he has failed. He wants help with further training so that he can get his Certificate of Qualification . . .

The elderly Negro and his neat wife smile nervously as they take their turn. They come from Jamaica and have been in Toronto for over a year now. He is a telephone technician and she wants part-time employment as a housekeeper or in a restaurant. They are confused about the details of getting permission to work and obtaining immigrant status . . .

The telephone rings. It is someone at a travel agency speaking on behalf of an employer. A woman factory worker has just ruined two dozen ties because she did not follow instructions. Can the boss deduct the cost from her wages . . .

It is a typical hour at Services for Working People, the office operated at the corner of College and Major Streets by the Department of Labour and the Ontario Human Rights

Commission to provide information and counselling for those living in the neighbourhood.

Over 500,000 of the two million inhabitants of Metropolitan Toronto are newcomers – Italians, Portuguese, Greeks, Germans, Hungarians, European and Moroccan Jews and immigrants of Negro and Asian extraction. A high concentration of them live in the Bathurst-Spadina-College district.

The majority of them speak little or no English and as a result many of them are locked into their own ethnic groups, with limited job mobility and little knowledge of how to take advantage of facilities for improving their education and upgrading their skills.

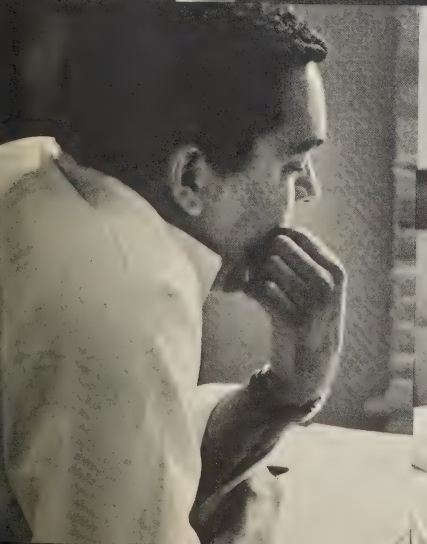
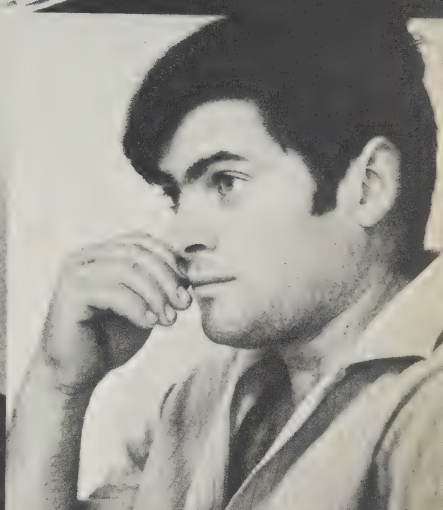
## Suspicion and Mistrust

Many newcomers, especially those who have arrived as sponsored immigrants, have no knowledge of their rights as citizens or of the legislation which exists to safeguard them. They are unaware of the services and protection offered to workers by the Department of Labour. In many cases they have an inborn suspicion and mistrust of government and officialdom generally and are reluctant to approach government agencies for assistance.

Services for Working People was started as an experimental project at the end of April to encourage residents in this neighbourhood to make use of the services provided by the Department of Labour and to seek advice and information on their problems connected with employment, housing and public services.

The project was established as an outcome of a study of the area during the summer of 1968 which investigated community tensions and conflicts among youths





A project in basic human rights helps newcomers understand the opportunities, facilities and legal protection available to them.

of different ethnic and racial backgrounds. The report showed that much of the conflict was connected to the absence, in a functional and practical sense, of equality of opportunity for minority and immigrant groups in the society.

It further showed that there was an absence of qualified services tailored to the specific needs of these particular people and that their lack of education and skills led to a lack of job opportunities. And the lack of relevant programs by community organizations led to the development of a street-corner culture.

It was evident that the Human Rights Commission was neither physically nor psychologically visible to a large number of people in that area of the city. It was also evident that many of the existing vocational training methods were viewed as largely irrelevant because they do not provide access to jobs.

In the case of apprenticeship, there were indications that in many respects it was too rigid, with entry requirements that tended to disqualify drop-out victims of the school system. There was also a clear indication of under-employment of many of the minority groups in the area.

**Program of Joint Action**

The "store-front" project was designed to make the protection and services offered by Provincial legislation more accessible to people in downtown Toronto. It was also designed to provide the Department with direct access to people who really need the services offered and to provide a place to get first-hand experience in dealing with the collective problems of minority and immigrant groups in a core area of the city.

And it provided an opportunity to combine the programs and services of the Ontario Human Rights Commission with those of the Manpower Services Division of the Department of Labour in a program of joint action.

The centre, housed in small unpretentious rooms above a drugstore, has been co-ordinated from the start by a full-time officer of the Human Rights Commission. Counsellors from the Employment Standards and Industrial Training branches of the Department and from the Women's Bureau put in two days a week each on a rota system. In addition, there is a full-time interpreter and a typist receptionist.

So that working people can visit the office without taking time off from work, the hours of opening are from 9 a.m. to

7 p.m. on Monday through Thursday and from 9 a.m. to 5 p.m. on Friday. It is closed on Saturday.

And to promote confidence in official services, no one with a problem is turned away – close liaison is maintained with the social agencies, ethnic groups and religious institutions already established in the area and with other government, welfare and educational agencies so that if a problem does not come within the Department's terms of reference the person who has come for assistance is referred to the right source for help or information.

In addition to making the Department's services known and available in the community, the project was also designed to learn directly from the people about their own problems in their own context. This in turn will help establish whether our services, programs and laws are relevant to people in this type of community or whether these services may have to be changed or tailored to the real needs of minority and immigrant groups such as those being served by the store-front project.

To meet the multiple objectives of the project, Services for Working People is being developed in three phases – the establishment of the multi-service, neighbourhood-level, store-front office; the enlargement of the personnel to enable workers to move out among the people of the community; research and evaluation of the project.

The University of Toronto's School of Social Services, under its Director, Dr. Albert Rose, will undertake research work in collaboration with the project team to assess its effectiveness and the techniques of operation.

**Special Form**

It took time for the centre to be accepted by the people in the neighbourhood. In May only 57 personal interviews and 12 telephone enquiries were recorded.

For research purposes to test the effectiveness of the new program and to assess the problems and needs of the people in the area, a special form documents each enquiry fully, with the name and address of the interviewee, his or her language, education and training, the nature of the problem and what action is recommended by the counsellor.

The detailed monthly reports show a marked increase once knowledge of the office began to spread. In June there were 140 personal interviews and 40 telephone enquiries; in July the volume had grown to 195 personal visits and 60 telephone calls; by November the office was handling over 300 interviews and enquiries.

The greatest number of enquiries come from people seeking employment or job counselling, and those whose problems fall within the scope of The Employment Standards Act – minimum wages, non-payment of vacation pay or overtime.

But a large proportion of the enquiries are not clear-cut or straight-forward matters dealing with a simple job problem. Frequently the problem has arisen because of misunderstanding and lack of communication.



## Services for Working People

### Lack of Knowledge

According to the staff, 90 per cent of those coming to the office are wrought up, anxious, confused and filled with frustration or resentment. Frequently this is based on lack of information about their new country and about customs and practices here; there is also a lack of knowledge about how to use the public services and how to go about getting help from welfare agencies, workmen's compensation, unemployment insurance and other sources of assistance.

In addition, misunderstanding arises because in some instances there is a lack of understanding on the part of officials of the difficulties which immigrants experience in a new country — without facility in English they are handicapped in explaining their problems properly, they may even be unable to use the telephone directory.

Officials sometimes get impatient with what they think is unnecessary helplessness on the part of a newcomer in making contact with prospective employers, not realizing that for the immigrant it may be difficult to communicate on the telephone or ask street directions from strangers.

Then, the newcomer often has wrong expectations and is over-optimistic about the unlimited opportunities that he thinks are available in the new country.

"We have seen this in a number of cases involving workmen's compensation," says one of the counsellors. "For instance, a worker is injured on the job and receives compensation. Then, when he recovers sufficiently, he is told he is capable of modified work and the assistance he receives is reduced.

"He speaks very little English and he doesn't understand what is happening. As he sees it, he has been hurt at work, he can no longer do his old job, he is not skilled to do any other work and he expects that the Workmen's Compensation Board exists to take care of him from there on.

"He does not understand that workmen's compensation is there to tide him over and assist him in getting adjusted, and he feels threatened by the whole concept of retraining for the modified job he is capable of.

"However, most of the people who bring us these problems only need explanation and guidance to enable them to make a more realistic adjustment. And we help them through some of the formalities to simplify the process."

Services for Working People is not a placement office or a welfare agency, but often a telephone call to a voluntary organization will help a harassed mother find day care for a toddler, or a personal contact of one of the counsellors will suggest where a labourer should go to look for a job.

### Skills Assessed

Officers of the Industrial Training Branch assess the skills of tradesmen, and make arrangements for them to write the Department's certification examinations. Where a newcomer's qualifications or knowledge of English is poor, the centre works in close co-operation with the Department of Manpower and Immigration and the Department of Education in providing upgrading or language courses.

Some of those coming to the centre believe they have been discriminated against because of race, religion or nationality. These cases are carefully investigated by the Human Rights Commission and frequently a conciliation is brought about between the parties. Such as the 31-year-old Negro graduate from Mozambique, studying economics at the University of Toronto, who complained that he was denied rental of a flat because of his race and colour.

The student saw a sign in the window of a house but on making enquiries he was told by the landlady that he could not have the flat although it was still vacant. As a result of a conciliation meeting arranged by human rights officers, the student received an invitation to rent the accommodation.

The Department's Women's Bureau offers a special counselling service for girls who are choosing a career and for women who want to go back to work. A counsellor from the Bureau spends two days a week at the centre discussing job interests and opportunities and advising on training and retraining.

At the same time, the Women's Bureau is gaining valuable information and an insight into the special employment and training problems experienced by women with widely differing backgrounds.

### Employment Standards

The cases where the most direct action can be taken are those dealing with employment standards. If a worker has not received the wages to which he is entitled, the Department's officers are empowered to collect the money from the employer, like the construction worker who was owed \$130.67 in vacation pay.

Or the middle-aged Canadian-born woman who had a job in a cafeteria. She agreed to work two shifts a day for a wage of \$60 a week per shift. For about nine months



she worked 14 hours a day, five days a week, receiving a weekly wage of \$120.

It was only recently, when she left and applied for another job, that this woman became aware that she was entitled to overtime pay (The Employment Standards Act, 1968, which came into effect on January 1, 1969, provides that employees will receive time and a half their regular wage rate for work performed in excess of 48 hours a week). After investigation, Services for Working People collected more than \$800 in overtime pay on her behalf.

Then there was the case of the 18-year-old college student who took a summer job as a door-to-door magazine subscription salesman. He was to be paid on a commission basis only and worked for 2½ weeks, averaging ten hours a day. He received one cheque for \$40 but the firm stopped payment on a second cheque for \$38 and he came to the centre for help.

An officer of the Employment Standards Branch made an assessment and a total of \$95.15 was collected to cover the minimum wage rate he had not received as well as the vacation and overtime pay to which he was entitled.

### Everyday Problems

But in many cases what the applicants need most is an understanding listener and some basic help in the everyday problems which in a strange country can assume frightening proportions – help in translating documents, help in answering questionnaires, applying for housing, grasping the details of income tax and pension plans.

In one instance a man came to the centre in despair because he had worked for a firm for nine months and needed a letter from them as proof of experience. He was told that it was too much trouble and they were busy – after a telephone call from Services for Working People the letter was despatched immediately.

Or there was the Swiss immigrant who had six years of training in banking in his own country. Here, because of different practices and because his English was poor, he would have had to start all over again as a learner at the lowest rate of pay. A Department counsellor knew a senior personnel officer in the banking world, an interview was arranged and the newcomer was found suitable for an appointment in the foreign department of a leading Toronto bank.

### Many Nationalities

Some 30 nationalities – including Italian, Greek, Chinese, Moroccan, Latvian, Korean, Maltese, Cuban, native Indian, Australian, Irish – are represented by the more than 1,500 people who have approached the centre since its inception.

But by far the largest number are Portuguese. Whether they are new immigrants or have lived here for five years or more, the majority of them know very little English. They are a close-knit community and when they need outside assistance they tend to turn to a travel agency for

translation or guidance rather than approach officialdom.

They pay a fee for this service and frequently further misunderstanding results. Now many travel agencies are referring such cases to Services for Working People. Other interviewees hear of the office from the Bell Telephone information service, through friends, fellow workers, the ethnic newspapers, a restaurant owner.

Some see the large sign on the outside wall of the centre and walk in, or are referred by other agencies and church societies. The Department has produced a poster as well as a pamphlet in English, Portuguese and Italian to describe the rights of working people and the services available to them. Most interviewees take a few from the office and pass them on to friends. More than 30,000 posters and pamphlets have been distributed.

Slowly but surely news is getting around about this project in basic human rights, an integrated approach to helping newcomers as well as those born here find a useful place in our society.

# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Arbitration Commission Registrar

Mr. Donald W. Rose, QC, has been appointed Registrar and Counsel of the Ontario Labour-Management Arbitration Commission. Under the general direction of and in conjunction with the Commission, he will be responsible for developing, implementing and administering a new system designed to improve the arbitration of grievances which occur while union-management agreements are in force.

Mr. Rose, who graduated from Osgoode Hall Law School and was called to the Bar in 1933, is an experienced counsel with more than 32 years' service in the Ontario Government. After serving in the Department of the Attorney-General and on the staff of the Ontario Fire Marshal, he was appointed Assistant Registrar of Regulations in 1947, Registrar in 1953, Assistant Master of the Supreme Court of Ontario in 1956, and Master in 1957. Mr. Rose has been active in arbitration work for several years.

The Commission, which was appointed in May, is at present gathering and analyzing information and statistics necessary to establish effective policies and regulations for the new program.

## Report on Settlements

A report on collective bargaining settlements and work stoppages in the Province prepared by the Research Branch of the Department states that 1,703 labour contract settlements were reached in Ontario in the non-construction industries and 37 construction agreements were worked out in the first nine months of the year.

Up to the end of September there were 183 strikes in the Province. These strikes and work stoppages involved 109,579 employees and resulted in a time loss of 4,012,859 man-days. On September 30 there were 32 strikes still in progress. These included several very large ones in manufacturing and involved a total of more than 44,000 workers. Since that time all of the large strikes in the manufacturing industry and several in construction have been settled.

At the end of September, the Conciliation Services had cases pending that involved 382 employers and more than 33,000 employees. During the preceding nine months conciliation officers settled or otherwise assisted in disputes affecting 1,632 employers and 203,000 employees.

Of the 1,703 non-construction settlements identified by the Department's Collective Agreements Library, 1,592 were reached without a work stoppage. Only 111 (6.5 per cent) of the settlements reported by the Library were made after a strike or lockout. In many of the cases, these disputes were settled with brief disruptions in the work schedules.

The report does not integrate construction data with that of manufacturing and other industries, because of the problems of obtaining information on settlements

and employment peculiar to the construction industry.

There were 37 construction settlements, affecting approximately 36,000 workers, after a strike or lockout. However, the Library reported 88 major settlements involving association, multi-employer or multi-union construction contracts, and it is known that a large number of individual employer contracts were signed in this industry but they are not included in the data used.

The report warns that the data on settlements are not complete, and for that reason the proportion shown as being settled after a work stoppage is too high.

In compiling the report, researchers could not identify all settlements and an unknown number of agreements were signed, mainly in smaller industries.

The report notes that statistics on strikes and lockouts are substantially complete and these disputes are well documented by the news media. In addition, the Conciliation Services Branch provides information on all settlements reached during the conciliation officer or conciliation board stages of negotiations.

Of the 1,703 labour contract settlements in Ontario that came to the attention of the Collective Agreements Library, almost 50 per cent (850) were settlements in manufacturing, with the second largest group of 317 in the service industry. Others were in forestry (22), mining (29), transportation and utilities (184), trade (155), public administration (132) and finance (14).

The Library's records show that non-construction settlements made up to the end of September affected 220,000 workers. Of these 89,000 workers or 40 per cent were in manufacturing. Transportation and utilities accounted for 75,000 workers or 34 per cent of the total. The service industry contributed 23,000 or 10.6 per cent of the employees.

Of the 1,703 settlements discussed, approximately one third were achieved at the conciliation officer stage of bargaining. These settlements affected 568 employers and about 47,000 employees.

## New Publication

A new pamphlet, *Motive Power Trades*, has been prepared by the Department to give information on the revised apprenticeship training program for the motor vehicle repair trade in Ontario, inaugurated six months ago.

The pamphlet describes the apprenticeship system and the function of the Industrial Training Branch and then outlines the duties, responsibilities, educational and training requirements for each of the 11 trades into which the motor vehicle repair trade has now been designated.

# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## The Operating Engineers Act, 1965

An amendment to Ontario Regulation 196/69 made under the Act revises the definition of a "coiled tube boiler" to mean a boiler with one or more coiled tubes having attached thereto a forced circulation water pump, a pressure limiting device and prepurge flame failure device.

Where a plant is comprised of a coiled tube boiler or boilers and (a) the total Therm-hour rating of the plant does not exceed 50, or (b) the total Therm-hour rating of the plant does not exceed 134 and the pressure in the installation, exclusive of the boiler or boilers, is not more than 15 p.s.i., an operating engineer is not required to be in attendance in the plant.

Where a plant is comprised of a coiled tube boiler or boilers and the Therm-hour rating of the plant is not more than 134 and the pressure in the installation exceeds 15 p.s.i., a stationary engineer (third class) shall be the chief operating engineer. In the absence from the plant of the chief operating engineer, a stationary engineer (fourth class) shall act as shift engineer.

A stationary engineer may be absent, as provided in Section 20 of the Act, from such plant for the purpose of performing maintenance and repair work on the premises on which the plant is located.

## The Labour Relations Act

The General Regulation under the Act has been amended to increase the remuneration for the chairman of a conciliation board from \$75 to \$100 a day. The remuneration for mediators is laid down at \$100 a day and that for members of conciliation boards is increased from \$30 to \$60 a day. Allowances for travelling and living expenses incurred in connection with board work have also been amended. No increases have been legislated for since 1966.

## The Hospital Labour Disputes Arbitration Act

Ontario Regulation 69/69 replaces Section 1 of O.R.214/65 as amended by O.R.215/67. The Regulation increases the remuneration for the chairman of a board of arbitration to \$100 a day and for members of boards to \$60 a day. Allowances for living and travelling expenses are amended and a mileage allowance included.

## The Department of Labour Act

A new Regulation incorporating changes in medical examinations and record-keeping with respect to workmen employed on work in compressed air has been introduced under the Act, amending the existing Ontario Regulation 100/63 as amended by O.R. 121/63.

It is now required that a pre-employment history form be completed for all workmen prior to employment in compressed air. Medical examinations will continue at two-month intervals, but workmen must have had X-rays of the chest, hip and shoulder joints within the previous 18 months. Reports of pre-employment history and physical examinations are to be sent to the Department

of Health, as well as all X-ray films on completion of work in compressed air on projects.

It is felt that these changes will bring the medical aspects of work in compressed air in line with the latest practices.

## Continued from page 13

ered by the Branch last year under the old regulations. A substantial sum of this recovery was collected on behalf of women workers who had been underpaid.

## Rights Protected

This is but one of the ways in which the Department safeguards women workers, who now comprise a third of Ontario's labour force, against discrimination. Canada's first provincial Women's Bureau was founded in 1963 in recognition that one in three women was working outside the home.

The service of the Bureau and its over-all task is to examine the nature, needs and extent of participation of women in the labour force. It plays a major role in encouraging and promoting maximum employment opportunities for women in the Province, and assists them in integrating into the work force as effectively as possible by advising them of areas of employment and training opportunities available to them.

With its broadening involvement with the welfare of all working people, the Department has become increasingly concerned with human rights in the widest sense.

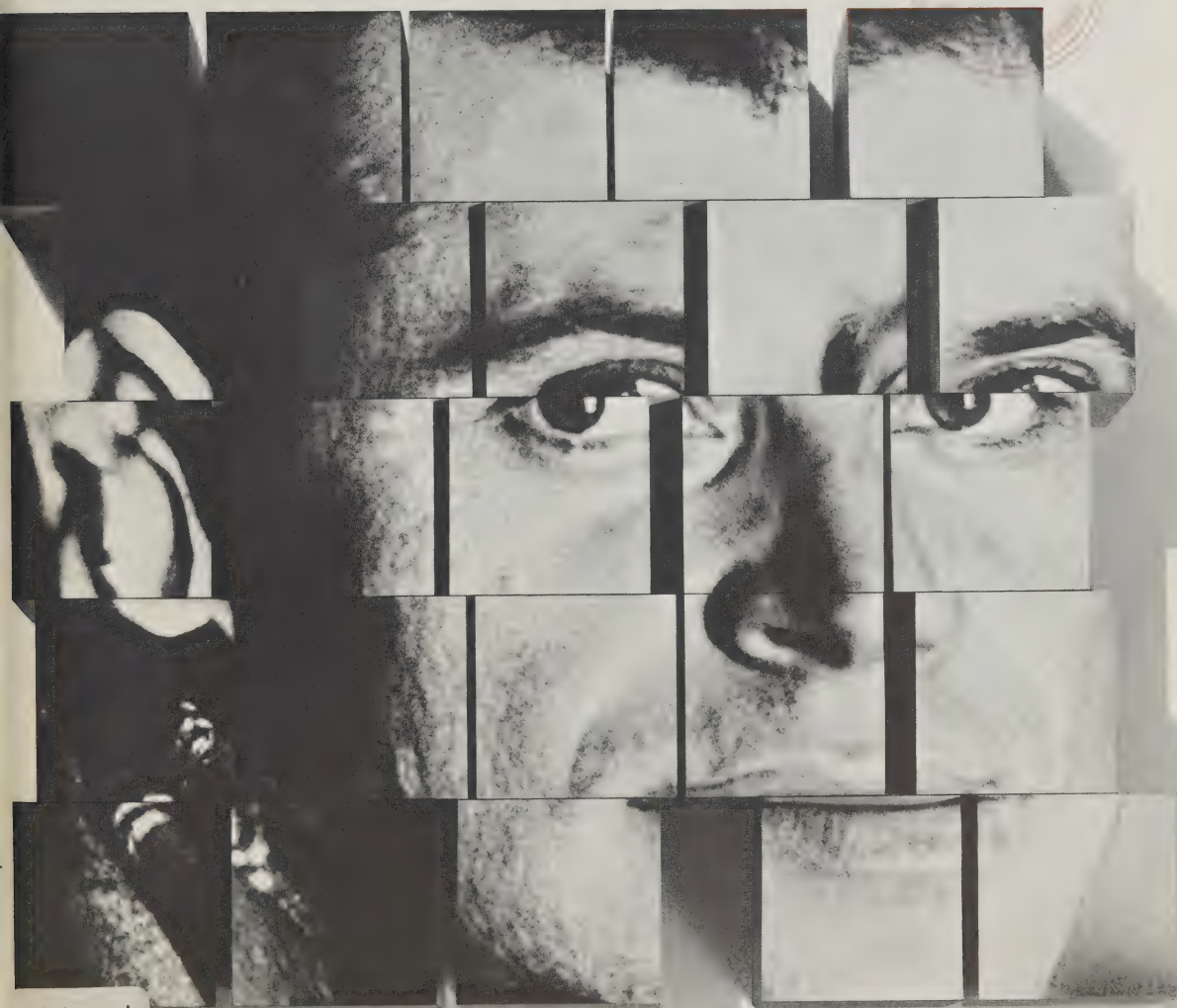
Ontario was the first province in Canada to enact a Human Rights Code, which came into effect in 1962 and is a consolidation into one law of all human rights legislation passed by the Provincial Legislature since 1944. The Ontario Human Rights Commission is the branch of the Department of Labour administering this Code, which sets out the principle that every person is free and equal in dignity and rights, without regard to race, creed, colour, nationality, ancestry or place of origin.

The Code is designed to give basic protection to all from discrimination in employment, housing, publication and public accommodation. In 1966 The Age Discrimination Act, which is also administered by the Commission, came into effect to protect workers between 40 and 65 from job discrimination because of their age.

These are only a few of the highlights in the Department's expansion into a complex and many-sided operation concerned with the development and protection of human resources within the widest context of employment.



# Task



CA2 ON  
L  
T10







# Task

Hon. Dalton Bales, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

H.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

M.K. Dibble  
*Executive Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

New Approach to Industrial Training 4

Statistics and Review 9

Million Dollars Collected for Workers 13

Conciliation and Mediation Services 14

Training for Food Handlers 16

People and Events 19

View from the House 20

Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Inside cover photograph:

Frank Guastella is one of the 28 trainees from three tooling industry plants in Windsor taking part in a pilot project to test the "block method" of industrial training. Here he is receiving in-plant instruction from George Andrews, of Colonial Tool Co.

Photograph: William Bishop

Cover photograph: V.K. Anthony



The outcome of a pilot project testing the "block method" in the tooling industry will have far-reaching effects on future programs.

## New Approach to Industrial Training



Take a set of building blocks; spend an hour assembling them into patterns; starting with a solid base, you can go on adding blocks sideways or upwards in almost endless combinations. That, in the very simplest terms, describes a new approach which could bring about major changes in industrial training in Ontario.

In collaboration with industry and education, the Department of Labour is at present conducting a pilot project in Windsor, where 28 trainees from three tooling industry plants are receiving instruction based on the "block-building method" or "modular concept" of training. When evaluation and development of this project has been completed the results will have far-reaching effects on future industrial training programs.

The modular concept begins by asking the question "What does a worker actually *do*" instead of the traditional "What is a worker called". In order to answer this question it is necessary to analyze the worker's occupation and divide it into the separate functions and tasks performed. It is then possible to identify the elements of skill and knowledge required to perform each function. Each of these elements represents a block.

### Occupational Profile

Following this breakdown it is possible to build up an occupational profile which establishes the skill and knowledge blocks required for a specific job. They will be arranged in relation to each other in the form of a grid or matrix.

A training profile can now be outlined for that job, with the number and type of blocks needed by the worker who does the job. In the curriculum prepared for a profile there are two kinds of blocks—related training blocks (academic or trade theory subjects), which are normally best taught in the classroom, and practical blocks (manipulative or manual skills), which are best taught on the job in the plant.

Because substantial occupational shifts are taking place in the labour force and traditional trades are being fragmented into specialty occupations, many of the craft titles such as electrician or machinist, which originally carried a reasonably clear meaning, have become so blurred in the changing industrial structure that they are no longer reliable as job identifications.

For example, while a maintenance electrician in a steel mill and a construction electrician may require the same basic knowledge of electricity, each of them must

develop specialized skills and knowledge to operate in their own particular fields.

An occupational analysis will break down the job performed by each of these two workers into component blocks. It will also be found, in examining a trade or a family of related trades, that a significant number of blocks are common to all occupations. In a profile these are known as the common core and are basic requirements for all occupations in that trade area.

In applying the modular concept, it is obviously necessary to establish performance standards for each task as well as a method of pre-testing to measure the worker's existing skill and knowledge against these standards. For each block in which he is competent he receives a credit. At the same time he and his employer learn whether he needs additional training for his job and in which areas.

A beginner in a skilled occupation must acquire the basic common-core blocks. Then, depending on his job, he can take training in any additional blocks he chooses or needs. He can also, during the rest of his working life, continue to add accredited blocks of knowledge and skills to his original educational foundation. He can even enter another trade without having to be re-trained in blocks for which he already has credits.

As an illustration, a firm may need welders for steel fabrication. An unskilled worker can be prepared for this occupation in a relatively short time by providing him with only three or four blocks—such as one in blueprint reading, one in metallurgy and heat treatment, and two in welding. The worker is credited with this training and if in the future he wants to upgrade or expand his skills or move to a different job he merely adds new skill and knowledge blocks to his basic training.

In entering this system, older workers with some trades training and graduates from secondary school programs would after pre-testing receive credit for previous education or experience. With the training matrix literally hundreds of training programs can be designed to fit the needs of individual workers and their employers.

### Advantages of Concept

For the employer, the modular concept provides an occupational profile which breaks down the skill requirements for a specific job and a means of measuring a worker's ability to fill that job. It provides clearly defined training objectives, whether preparing a beginner or re-training or upgrading older workers to keep pace with changes in technology. Because credits for competence can be awarded on uniform written and practical tests, an employer hiring

a new worker knows at once what training he has already received and additional training time can be reduced.

For the worker, the main advantages are formal recognition for his individual attainment of skills and knowledge and an incentive for self-improvement. In this system, he has greater flexibility of occupational choice. Because he has credits for his basic training and any additional skill blocks he has acquired, he can move from one occupation to another in the same or even a different industry without having to repeat required training he has already taken.

### Apprenticeship in Ontario

The Department of Labour's interest in the block method goes back several years and developed out of a recommendation made by the Canadian Manufacturers' Association in 1962 to a Select Committee on Manpower Training. One of the responsibilities of this committee was to examine all aspects of The Apprenticeship Act and Regulations.

The Act, proclaimed in Ontario in 1928, was the first apprenticeship legislation in Canada and followed representations made by the construction industry. Because of the relative stability and fairly clear lines of demarcation inherent in the construction trades, apprenticeship provided an effective means of training. It proved less successful when introduced into general industry.

The Act was modified and updated as training needs changed and in 1964 the Department of Labour embarked on a complete overhaul of the apprenticeship system, in conjunction with a review of compulsory certification in designated trades.

It became apparent that while it worked in the construction industry, a system which recognized only two general levels of competence—that of apprentice and journeyman—did not fit in with the structure of the work force or the job classifications in general industry.

For example, of the numerous classifications of workers employed in various phases of electrical work, journeyman electricians comprised very few. Workers in the remaining classifications were working at only parts of the trade as defined by Regulations and therefore were not eligible for Certificates of Qualification.

A General Advisory Committee on Industrial Training was appointed in 1966 to examine the impact of compulsory trade certification on general industry, as well as the effectiveness of industrial training programs in the Province. The committee



recommended that general industry be exempt from compulsory certification and agreed that while apprenticeship should be supported where it is effective and appropriate, different approaches must be developed to meet the diverse range of needs in general industry.

### Development of Plan

With these guide lines in mind, officers of the Industrial Training Branch of the Department began development of a training plan which would: respond to technological change; give the worker greater occupational mobility; identify common skills and experience relating to more than one occupation; recognize differences in the learning capabilities of individuals; provide a method of crediting individual achievement according to uniform performance standards. What they came up with was the modular concept.

Over the past two years standards officers of the Industrial Training Branch have carried out research and occupational analyses in the plant engineering and maintenance section of industry and by now they have identified some 400 different skill and knowledge blocks for the "library" they are building up.

Windsor was chosen for a pilot project to test and evaluate the effectiveness of the modular concept because it is the "tooling capital" of Canada, with at least 100 companies whose sole product is tooling.

The tooling industry started in Windsor in the 1920s as a supply source for the automobile industry. Because it makes parts used in the manufacture of other products, it must keep pace with technological change in general industry.

The growth and development of the tooling industry, which today employs around 4,000 workers in the Windsor area, has been speeded up greatly in recent years by the increasing number of products manufactured in Canada and by the changes in materials and processes. It has become a highly specialized industry, hampered by a shortage of skilled workers who specialize in machinery operations.

In 1968 the Canadian Tool Manufacturers' Association approached the Department of Labour for discussions on a training program. Members of the Association, which represents 85 leading tooling manufacturers employing 75 per cent of the workers in the industry, had for some time felt dissatisfaction about the standard of training available for apprentices. The criticism was strongest in the Windsor area, where half the workers in the industry are concentrated.

"Completely out of date for our needs" is how Mr. Ross Strickland, president of the CTMA for 1968-69, describes the appren-

ticeship program for training tool and die makers. "The concept of the tool and die maker goes back to the early days of the industry when the apprentice had to be trained in a broad sense to be capable of various functions.

"But what was happening, as the industry became more and more specialized, was that companies were hiring apprentices—and training them as specialists. What the industry now requires is workers with a narrow specialty but a broad training base so that they can move into another specialty as business expands".

In discussion with the Department, the CTMA stressed the need for a system which would a) tailor an educational program based on the trainee's actual education—by pre-testing him and gearing a course based on his results, and b) orient the practical training to the plant in which the trainee actually works—and let the responsibility for this training rest with the employer.

Standards officers of the Industrial Training Branch carried out a survey in Windsor, interviewing employers and conducting a written examination for a selected group of machinist apprentices. As a result, it was decided to set up a pilot project to test the modular concept.

A series of meetings to work out details of a training program took place between representatives of the Industrial Training Branch, the Department of Education, St. Clair College of Applied Arts and Technology and the three companies which agreed to participate in the project (Colonial Tool Co., International Tools Ltd. and Binder Tool and Mould Ltd.).

It was agreed that the Industrial Training Branch would conduct an occupational analysis of the toolmaking industry and compile suitable curriculum guides and be responsible for implementation of the related training program.

### Training Package

The participating companies would provide suitable technical personnel to assist officers of the Branch in establishing performance standards, as well as instructors who would be responsible for the in-plant training.

Because trade theory and academic subjects such as mathematics and physics are best taught in a classroom environment, arrangements were made for instruction in related training to take place at St. Clair

College based on the curriculum guides prepared by the Industrial Training Branch. The college also provided a 30-hour course in Instructional Techniques for the personnel chosen by the companies to serve as on-the-job instructors.

Under the direction of Mr. L.F. Gordge, Administrator, Curriculum and Standards for the Department of Labour, a matrix of skill and knowledge blocks required for the program was drawn up and a training package prepared.

Each module within the matrix contains a general objective indicating the range of skill to be developed during training, a curriculum guide setting out the details of the training to be given and sample performance tests indicating the standard to be reached at completion of the training.

The matrix contains 19 basic related training blocks, such as mathematics, blueprint reading, physics, welding theory, etc., which provide a broad foundation of technical knowledge essential for successful employment in the tooling industry. These subjects, comprising the common-core training, are taught in the classroom and trainees take a written test on completion of the course.

On-the-job training is given in 16 practical skill blocks, from which a selection is made to meet the needs of the individual trainee. He may need only two to start with, but, depending on personal ambition or developments in technique, he can go on adding as many blocks as he wishes.

### Pre-testing of Trainees

In drawing up the matrix provision has been made for training in advanced related blocks (such as advanced mathematics and engineering drawing) to be made available if trainees should require it or the needs of the industry expand.

A total of 28 trainees were drawn from the three plants to participate in the project. At Colonial Tool the opportunity to volunteer for the course was thrown open to all workers and 12 volunteers joined the program. The other firms selected beginners, who were Grade 12 graduates and were hired on the understanding that they would undergo the training. Twelve were chosen from International Tools and four from Binder.

Before the program was launched in September last year the trainees were pre-tested on the course content and given credits for the subjects in which they were already competent. This will prevent any repetition of training and the results will be used in evaluating individual progress during





1 Ross Strickland, vice-president and general manager of Colonial Tool Co., discusses drawings with trainee Ron Sauve. Mr. Strickland, past president of the Canadian Tool Manufacturers' Association, was one of the prime initiators of the pilot training project in Windsor.

2 Mr. R.D. Balint (left), vice-president engineering of International Tools Ltd., believes the pilot project has "the potential for being one of the best training systems in the world". Seen with him is Mr. A.R. Bailey, personnel manager and training co-ordinator at International Tools.

Photographs: William Bishop

the course. In the tests the Grade 12 graduates averaged about four credits each in the related blocks, the older employees less. Most of the trainees did badly in mathematics.

Training in the academic subjects is operated in semesters of ten to 11 weeks, with trainees attending night classes at St. Clair College two nights a week. In the first semester courses were set up in three subjects (basic mathematics, hydraulics and metallurgy) to allow students to take two they had failed. Ninety per cent passed the exams written at the end of December. In the second semester, which started in January, the subjects have been math. 2 and the theory of heat treatment.

During their working day the trainees are at the same receiving practical on-the-job instruction in their own plants in such skill areas as milling, benchwork, surface grinding and cylindrical grinding.

Testing in practical skill blocks is carried out under the supervision of the Industrial Training Branch when in the judgment of his instructor an individual trainee has reached an acceptable level of competence. The first tests have already been carried out at Colonial Tool, where trainees have received credits for from one to five blocks, and practical testing will take place at the other plants in the near future.

"After the Windsor project has been in operation for a full year a major evaluation of training progress will be made", says Mr. L.F. Gordge.

"Similar projects are in various stages of development in other industries and, as the results from these sources too become available, the accumulated experience gained will be a determining factor in setting the pattern for industrial training in Ontario in years to come.

"This project is particularly significant in that it demonstrates what can be accomplished when agencies combine their efforts and work in close co-operation and mutual support towards the solution of a common problem, as the Canadian Tool Manufacturers' Association, St. Clair College and the Industrial Training Branch are doing".

### Praise for Project

Of the pilot project Mr. Ross Strickland, vice-president and general manager of Colonial Tool Co. and past president of the CTMA, says "excellent, that's the only word for it. I would like to see every worker we employ trained by this method".

Colonial Tool opened in Windsor in 1931 with three workers, manufacturing broach tooling as a source of supply for the automobile industry. Today the company employs 115 workers and the product line has been broadened to include the manufacture of

gear-cutting tools, machine ways and indexable tooling, as well as a commercial heat treatment plant. The firm now has a \$4 million annual turnover in manufacturing and marketing enterprises.

Ross Strickland joined the company 17 years ago as a chartered accountant. He soon realized that the number one problem in expanding the firm was the acquisition of trained workers.

"You can acquire all the machines you like, you'll go no place without the right people to run them", he says emphatically. "No company can grow without people. This is a high labour-cost industry—with the product we make, only 15 cents of the cost dollar goes on material. The other 85 cents represents labour skill.

"Within two or three years a qualified toolmaker can be earning between \$8,000 and \$9,000 annually. Boys entering the industry now want to know what kind of training courses the company is offering.

"There isn't a successful tool manufacturer who doesn't have an organized training program in his plant. Here, my first concern is still training".

Mr. Strickland says the CTMA also endorses the project a hundred per cent and is watching progress with interest and satisfaction. "The majority of the employers represented feel this is a break-through in training and most of them would want to adopt the program". In addition to employers in the Windsor area, he has received enquiries from Toronto and the Wallaceburg, Sarnia, Chatham area.

### Workers Enthusiastic

There is also a lot of enthusiasm for the project among employees. In addition to those who volunteered for the course at Colonial Tool, a number of workers have already asked how they can join the program.

Murray Wharram, 24, and Ron Sauve, 23, are two of the volunteers from Colonial Tool.

Wharram, who is married and has a six-month old daughter, has been with the firm for five years. As a milling machine operator he already earns \$3.94 an hour, the top rate in the milling department of the plant.

A Grade 12 graduate from Leamington Secondary School, he never contemplated learning his trade as an apprentice—"I didn't think the training was practical because it doesn't equip you for the job you have to do in the plant".

He has acquired credits for a total of 11 blocks—three in related training and eight

practical. He recommends the system for new employees and thinks pre-testing is valuable in that it tells the trainee what he knows and what he doesn't know. The credit system saves him from having to do any part of the course for which he has credits.

Sauve, who is also married, joined the firm 4½ years ago and works as a bench hand at \$3.52 (the wage in his range goes up to a maximum rate of \$3.82 an hour). His job involves grinding, lay-out and assembly of broach holders. So far he has eight credits.

He found it hard to go back to school and it took some time to get into the habit of studying but now he is enjoying the classroom training. He approves of the condensed courses.

"Under apprenticeship, the trainee had to go to school for a whole year. With this method you can finish a subject in ten or 11 weeks. And the course selects subjects that you really need for the job".

### Watching Outcome

Mr. R.D. Balint, vice-president engineering of International Tools Ltd., has high praise for the modular concept. "The Department of Labour has done a wonderful job on this project and if it carries on as it is doing, it has the potential for being one of the best training systems in the world", he says.

"I've talked to a number of US manufacturers in the plastics industry and they're watching the outcome with great interest.

"The important thing about the modular concept is that the training program can constantly be upgraded and updated. And there is just enough government control to keep the system stable, while the employer retains enough responsibility for practical training to keep it flexible for his needs".

International Tools, which manufactures moulds for the plastics industry to make automobile parts, started with six employees 24 years ago. It is now one of the biggest firms in the toolmaking industry and with its associate company, Photometric Specialties Ltd., employs 370 people.

"I firmly believe this is a realistic approach to the training needs of this industry and far superior to previous programs", says Mr. A.R. Bailey, personnel manager and training co-ordinator at International Tools.

"The apprenticeship system is so rigid as to discourage many who would have entered the industry; the classroom instruction is out of date and inadequate, and because it has not kept up with the changes in technology it has very little relationship with what trainees are learning on the job".

Mr. Bailey believes the block system is far broader in its classroom training than apprenticeship. Under apprenticeship, the course provided only three academic subjects (mathematics, engineering and blueprint reading, and workshop technology). They were mandatory, whether the apprentice needed them or not, and it took three years of classroom attendance.

"With the old system, certificates could be granted on the say-so of an employer", says Mr. Bailey. "With the modular system, certificates are granted on the results of a trainee's common-core training and written and practical tests. This means, too, that basic training will be uniform throughout the industry".

### Inducements

A further advantage of the modular system is the "built-in inducement" it provides to both employer and employee. "The employer will realize that if he gives training in only one process, leading to a small number of credits, the worker is going to move to another plant to better his training.

"And there is an inducement for the worker to acquire all the credits he can. While he can earn good money with the basic training, he must add to his credits to become a leader in his trade. His development will depend on his own ability and ambition".

Mr. Bailey should know. He started his career as a semi-skilled worker with Canada Wire and Cable Co. Ltd. In his 27 years with the firm he was encouraged to take courses "in everything offered", including time and motion studies, safety, employee benefits and extension courses at the university in personnel function. He rose to be personnel assistant and training supervisor with the company before moving to International Tools three years ago.

Mr. William Binder, vice-president and shop foreman of Binder Tool and Mould Ltd., would like to see a course in English added to the program to help immigrant workers. He himself came to Canada from Yugoslavia in 1953 and at present has six employees who are not on any official training program because their English is not good enough. (In Toronto the Department of Labour last year initiated a training course in English trades terminology for immigrant workers).

After his arrival in Canada Mr. Binder started as an apprentice with International Tools, when the firm had 35 employees, and in the ten years he worked there became a department leader. His own firm now employs 120 employees, of whom about a quarter are taking apprenticeship or other forms of training. Last year the company became a subsidiary of General Mills and will have another shop in production by April.

### Freedom of Choice

The modular concept gives the individual trainee the freedom to select an education that fits his immediate needs, says Mr. L.C. Clarke, Director of the Extension Division of St. Clair College, which is providing the related training section of the program.

"The old system led to over-training in the academic field", says Mr. Clarke. "When the apprentice registered for a subject he had to attend classes for a whole year, perhaps without ever knowing whether he would need that subject in his job.

"In this approach, the courses have all been condensed and the classroom training blocks are all related to the job. Hence it helps the individual employer and worker to decide what the educational requirements are for a job. The trainee can then take the appropriate training and be credited with those blocks that are related to his immediate needs.

"He does not have to become bored or discouraged by training for which he himself can see no purpose at the time, and he can continue indefinitely to add blocks to his education in the future".

Of the pilot project Mr. Clarke says "this is the first time the Department of Labour has put teeth into a course leading to the issuing of a certificate—it is forcing trainees to be properly tested in classroom subjects".

He would like the modular concept of training to spread to general industry and the training of tradesmen such as electricians, plumbers, millwrights, sheet metal workers, etc., but believes the whole future of the system will depend on the co-operation of industry.

"If companies in these industries will co-operate to allow an agency such as the Department of Labour to set minimum standards and testing and will take advantage of the training guide lines established, then I think the future looks bright indeed".



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 16



C1

Volume of Conciliation Activity, Ontario Department of Labour  
November and December, 1969 and 1968

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	570	443	659	487	43,472	45,648
Pending October 31	355	200	374	231	21,486	19,405
Referred during period	215	243	285	256	21,986	26,243
<i>Disposed of</i>						
<b>Total</b>	340	214	402	235	20,025	20,634
Settled by Officer	110	98	120	106	10,049	6,561
Referred to Conciliation Boards	2	5	2	6	183	695
No Boards	226	111	278	123	9,760	13,378
Lapsed	2	0	2	0	33	0
<b>Pending December 31</b>	<b>230</b>	<b>229</b>	<b>257</b>	<b>252</b>	<b>23,447</b>	<b>25,014</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
<b>Total</b>	<b>7</b>	<b>13</b>	<b>7</b>	<b>21</b>	<b>10,615</b>	<b>15,465</b>
Pending October 31	5	8	5	15	10,432	14,770
Referred during period	2	5	2	6	183	695
<i>Disposed of</i>						
<b>Total</b>	<b>3</b>	<b>7</b>	<b>3</b>	<b>14</b>	<b>384</b>	<b>14,756</b>
Settled during hearings	1	3	1	10	24	4,106
Board reported "no settlement"	2	4	2	4	360	10,650
<b>Pending December 31</b>	<b>4</b>	<b>6</b>	<b>4</b>	<b>7</b>	<b>10,231</b>	<b>709</b>



**C2**  
**Volume of Conciliation Activity, Ontario Department of Labour**  
**January to December, 1969 and 1968**

Officer Stage	Disputes		Employers		Employees	
	1969	1968	1969	1968	1969	1968
<i>In Process</i>						
<b>Total</b>	<b>1,870</b>	<b>1,722</b>	<b>2,406</b>	<b>2,238</b>	<b>269,999</b>	<b>272,926</b>
Pending December 31	229	178	252	253	25,014	28,110
Referred during period	1,641	1,544	2,154	1,985	244,985	244,816
<i>Disposed of</i>						
<b>Total</b>	<b>1,640</b>	<b>1,493</b>	<b>2,149</b>	<b>1,986</b>	<b>246,552</b>	<b>247,912</b>
Settled by Officer	685	717	833	880	66,219	80,599
Referred to Conciliation Boards	26	51	30	94	43,680	42,135
No Boards	917	718	1,272	1,005	135,356	123,184
Lapsed	12	7	14	7	1,297	1,994
Pending December 31	230	229	257	252	23,447	25,014
<i>Conciliation Board Stage</i>						
<i>In Process</i>						
<b>Total</b>	<b>32</b>	<b>66</b>	<b>37</b>	<b>123</b>	<b>44,389</b>	<b>45,111</b>
Pending December 31	6	15	7	29	709	2,976
Referred during period	26	51	30	94	43,680	42,135
<i>Disposed of</i>						
<b>Total</b>	<b>28</b>	<b>60</b>	<b>33</b>	<b>116</b>	<b>34,158</b>	<b>44,402</b>
Settled prior to hearings	3	1	4	1	863	75
Settled during hearings	8	13	9	22	1,114	4,748
Board reported "no settlement"	17	46	20	93	32,181	39,579
Pending December 31	4	6	4	7	10,231	709

**C3**  
**Volume of Conciliation Activity, Ontario Department of Labour**  
**January, 1969 and 1970**

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In Process</i>						
<b>Total</b>	<b>359</b>	<b>347</b>	<b>435</b>	<b>407</b>	<b>44,666</b>	<b>38,047</b>
Pending December 31	230	229	257	252	23,447	25,014
Referred during period	129	118	178	155	21,219	13,033
<i>Disposed of</i>						
<b>Total</b>	<b>99</b>	<b>93</b>	<b>109</b>	<b>105</b>	<b>11,323</b>	<b>7,586</b>
Settled by Officer	40	58	44	69	4,091	3,485
Referred to Conciliation Boards	3	1	4	1	682	60
No Boards	53	34	57	35	6,433	4,041
Lapsed	3	0	4	0	117	0
Pending January 31	260	254	326	302	33,343	30,461
<i>Conciliation Board Stage</i>						
<i>In Process</i>						
<b>Total</b>	<b>7</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>10,913</b>	<b>769</b>
Pending December 31	4	6	4	7	10,231	709
Referred during period	3	1	4	1	682	60
<i>Disposed of</i>						
<b>Total</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>10,008</b>	<b>104</b>
Board reported "no settlement"	1	2	1	2	10,008	104
Pending January 31	6	5	7	6	905	665

## LB1

Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
November and December, 1969.

Type of Case	Received		December		Total	
	November 1969	1968	1969	1968	1969	1968
Certification	64	77	84	66	148	143
Termination	29	5	6	9	35	14
Successor Status	1	—	1	1	2	1
Strike	4	3	—	2	4	5
Lockout	—	1	—	1	—	2
Prosecution	4	20	7	8	11	28
Section 65	9	11	8	7	17	18
Miscellaneous	3	2	8	11	11	13
<b>Total</b>	<b>114</b>	<b>119</b>	<b>114</b>	<b>105</b>	<b>228</b>	<b>224</b>

Type of Case	Disposed of		December		Total	
	November 1969	1968	1969	1968	1969	1968
Certification	75	87	60	70	135	157
Termination	2	5	31	4	33	9
Successor Status	—	—	8	—	8	—
Strike	8	3	—	2	8	5
Lockout	—	1	—	1	—	2
Prosecution	12	12	10	11	22	23
Section 65	6	13	18	14	24	27
Miscellaneous	8	—	3	6	11	6
<b>Total</b>	<b>111</b>	<b>121</b>	<b>130</b>	<b>108</b>	<b>241</b>	<b>229</b>

## LB2

Number of Cases Dealt with by the Ontario Labour Relations Board  
April to December, 1969

Type of Case	Number Received		Number Disposed of	
	1969	1968	1969	1968
Certification	770	759	780	784
Termination	66	50	61	42
Successor Status	16	12	28	13
Strike	38	32	38	33
Lockout	4	6	5	5
Prosecution	98	87	108	80
Section 65	130	129	138	152
Miscellaneous	66	49	84	42
<b>Total</b>	<b>1,188</b>	<b>1,124</b>	<b>1,242</b>	<b>1,151</b>

**T1**  
**Apprenticeship Training conducted by the Industrial Training Branch**  
**by Fiscal Year (1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1st Quarter 1969-70	2nd Quarter 1969-70	3rd Quarter 1969-70
Active apprentices at end of period.								
In regulated trades	9,813	10,613	12,407	13,438	14,916	14,900	14,965	15,827
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,503	2,383	2,538
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>17,403</b>	<b>17,348</b>	<b>18,365</b>
Registrations during the period								
In regulated trades	4,243	4,174	5,598	5,315	5,524	1,238	1,294	1,787
In non-regulated trades	948	838	1,551	1,136	876	222	197	381
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>1,460</b>	<b>1,491</b>	<b>2,168</b>

(1) Fiscal year starts April 1, and ends March 31.

**T2**  
**Apprenticeship Registration with the Industrial Training Branch**  
**by month, 1967, 1968, and 1969**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1967	1968	1969	1967	1968	1969	1967	1968	1969
January	645	437	511	139	68	103	784	505	614
February	482	380	485	195	124	70	677	504	555
March	467	360	416	189	73	58	656	433	474
April	329	425	419	128	73	97	457	498	516
May	399	387	392	75	101	62	474	488	454
June	455	359	427	122	94	63	577	453	490
July	427	273	363	71	40	75	498	313	438
August	465	436	446	110	41	63	575	477	509
September	466	566	485	49	49	59	515	615	544
October	535	515	648	77	73	113	612	588	761
November	529	607	534	107	95	140	636	702	674
December	533	544	605	132	79	128	665	623	733

**T3**  
**Trainees in Short-Term In-Plant Training conducted by**  
**the Industrial Training Branch by month, 1969**

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed During Month	In Training at End of Month
	Under OTA**	Under OTA**	Under OTA**	Under OTA**	Under OTA**
January	1,429	495	92	396	1,436
February	1,436	535	124	315	1,532
March	1,532	674	144	412	1,650
April	1,650	610	89	551	1,620
May	1,620	521	178	409	1,554
June	1,554	375	135	345	1,449
July	1,449	961	70	755	1,585
August	1,585	553	126	390	1,622
September	1,622	473	123	340	1,632
October	1,632	721	185	466	1,702
November	1,702	693	111	429	1,855
December	1,855	537	144	361	1,887

\*\* Occupational Training of Adults Act of 1967.



# Million Dollars Recovered for Workers

**First year of new Act brought a 200 per cent increase in collections made by the Employment Standards Branch.**

A total of \$1,306,850 was collected by the Employment Standards Branch of the Department of Labour on behalf of over 42,000 workers during 1969, the first year of enforcement of the new Employment Standards Act. This represents an increase of nearly 200 per cent over the \$460,000 recovered by the Branch in 1968 under the former Regulations.

The new Act, which came into effect on January 1, 1969, consolidates into one statute a number of separate Acts dealing with working conditions such as minimum wage rates, hours of work, vacations with pay, and equal pay for men and women, and provides a basic framework to give employees and employers a clear outline of their rights and obligations in this field. A number of new labour standards concerning overtime pay, wage collection and premium pay for work on statutory holidays have also been incorporated.

Provision for a 30 per cent increase in the general minimum wage to \$1.30 an hour made Ontario's minimum wage the highest in Canada and immediately benefited an estimated 190,000 workers.

By the end of 1969 the Branch had made collections from 8,325 employers. There are an estimated 180,000 employers in Ontario. The largest amount of money collected in 1969 was \$488,826 for vacation pay which employers had neglected to pay their employees. Ontario employers are required to give an employee at least one week's vacation after a year's service, with two per cent of his gross earnings, and two weeks' vacation after 36 months, with four per cent of his gross earnings.

Collections for overtime pay amounted to \$321,168. Other collections were for: minimum wage, \$88,045; wages, \$88,789; equal pay for equal work, \$90,721; industrial standards, \$81,407; and fair wages, \$63,668.

## Two-pronged Approach

Of the total amount, \$1,222,628 was received by the Branch on behalf of workers while \$84,222 was paid directly to employees by their employers as a result of efforts by Branch officials. A large percentage of employers turn over payments to their employees after the Branch has called attention to discrepancies. In these cases, the employer furnishes proof of payment to the Branch. This system has helped to streamline field operations and is part of the Branch's two-pronged approach.

"While the bulk of our work is in the handling of complaints from employees, another very important part of the job is preventative", says Mr. M.E. Howard, Director of Employment Standards. "After all, the number of complaints you *don't* get is an important figure too".

The 1969 collections also include payments under The Industrial Standards Act, which sets minimums in certain industries such as the garment industry, construction and barbering, and under the Fair Wage Standards for government contracts.

The new legislation also empowers the Department of Labour to collect unpaid wages for employees up to a total claim of \$1,000. Formerly, collection on behalf of an employee could be made for wages only up to the level of the minimum wage.

At the same time the provisions for equal pay for equal work, aimed at preventing wage discrimination against women workers, were strengthened and transferred from the Ontario Human Rights Code to The Employment Standards Act.

"One advantage of having the legislation under our Branch is that we can do a full-fledged audit when a complaint is received, without revealing the name of the employee", says Mr. John R. Scott, of the Employment Standards Branch.

"Previously, a woman worker had to put in a written complaint to the Ontario Human Rights Commission and therefore her identity was revealed".

## Greater Challenge

Broad enforcement of the equal-pay provision resulted in \$90,721 being paid to women employees during the year. A further estimated \$50,000 was paid directly by employers to employees as a result of the legislation. By the end of 1969 there had been a gradual decline in the number of complaints lodged by women under the equal-pay standard.

Mr. Howard reports that an average of over 1,000 complaints a month were investigated by the Branch during the first year of the Act.

"With more standards to enforce, our officers have found it more of a challenge to instruct employers. We have tried to give more individual attention to those workers most likely to be exploited and to collect under-payments for those who need it most, particularly those in low-paying service industries".

The hotel, motel, tourist resort, restaurant, tavern and taxi industries were given a break-in period of ten months to adjust to the new legislation. Until October 1, a minimum wage of \$1.15 was allowed. After that date inspections were carried out to ensure that the new minimum rate of \$1.30 was being paid to all employees.

In the taxi industry there was a choice for the employer—he either paid the minimum wage or turned over to the employee 35 per cent of the proceeds of work performed.

Twelve additional enforcement officers were appointed last July to help handle the increased work load, which shows no sign of decreasing this year. During January the Branch collected \$67,169 from 422 employers for 1,860 employees and was responsible for another 336 employers paying 2,880 employees a total of \$104,023. Of the total amount collected, \$26,366 was for overtime and \$16,558 for vacation pay.

Reorganization and enlargement of Conciliation and Mediation Services meets with favourable reaction from both management and labour.

# Conciliation and Mediation

There has already been an increase in the number of requests for assistance in settling bargaining disputes in the two months since the Minister of Labour announced the reorganization and enlargement of the Department's Conciliation and Mediation Services. This reflects the favourable reaction of both management and labour to the restructuring of a branch which has been active in helping to reduce strikes in Ontario over the past quarter of a century.

"Our new plan for mediation will be directed not only at assisting big companies and big unions in which large numbers of workers and the public interest are involved, but also at resolving small-firm, first-agreement disputes which are often far more difficult and contentious", said Mr. Bales in announcing the new system.

"It is our hope that the new moves we are making will upgrade our whole approach to industrial relations in Ontario".

By including mediation in the official name of the Branch, the Department is now formally offering a service which the conciliation officers have been providing in addition to their function as laid down under The Labour Relations Act.

It is difficult to pinpoint the difference between conciliation and mediation. In Ontario, when negotiations between management and labour break down, a conciliation period is mandatory before the parties are free to strike or lock out. At this stage a conciliation officer is appointed to bring the parties together and assist them in reaching a mutually satisfactory agreement.

Should the formal, compulsory proceedings fail to bring about a resolution of the dispute, the parties can request voluntary mediation. Where public interest is at stake, the Department may also provide mediation services without request. The efforts of conciliation officers at this stage frequently avert strikes or lockouts or settle them after they have occurred.

## **Ad Hoc Panel**

In the reorganization of the Branch, four new officers are being appointed. Several of the Department's most experienced conciliation officers will be assigned as mediators, some with specialist roles in important industries. In addition, there will be an ad hoc mediation panel of

experts in industrial relations who will not be staff members but will be available when the need arises.

As yet, appointments to this panel have not been announced but it is expected that by summer its membership will include men with extensive experience and prestige in the labour-management field to make them acceptable as mediators to both unions and employers.

This year in Ontario about 3,900 collective bargaining contracts will be negotiated and it is estimated that about 60 per cent of them will require the services of the Conciliation and Mediation Services. Nearly a third of the total number of contracts will be in the construction industry.

### Senior Officers

One of the Branch's most senior officers, Mr. William McGuire, has been appointed as mediation specialist for the construction industry. In the months ahead he will be travelling throughout the Province to hold discussions with union and management representatives so as to gain deeper insight into the problems on both sides. In 1971 contracts with all the major craft unions in the industry expire and construction cases will comprise about half the collective agreements under negotiation.

Mr. McGuire, who was educated at St. Michael's College and the University of Toronto, joined the Branch in 1955. He worked in personnel relations prior to being employed by the Treasury Department of the Ontario Government and later moved to the Industry and Labour Board.

Consideration is also being given to the appointment of a specialist for the pulp and paper industry. In this field some 143 agreements involving eight or nine unions are coming up for settlement this year.

Another senior officer, Mr. J.D. Speranzini, has been appointed conciliation supervisor. He will be responsible for assigning conciliation officers to cases under The Labour Relations Act.

Mr. Speranzini, who has had 12 years' experience with the Branch, spent 14 years with the Steel Co. of Canada Ltd. He worked successively as a sheet metal worker, clerk and operator in the hot strip mill. He operated his own business for several years before joining the Department of Labour.

The Assistant Director of Conciliation and Mediation, Mr. V.E. Scott, will be responsible for assignments on the mediation side and will assist officers in making the service more useful to unions and management. Mr. Scott has handled over 2,000 conciliation cases in his 17 years with the Department.

Individual officers average around 150 assignments a year. As the Branch expands, new recruits will be given extensive preparation in labour relations. After an initial period in the Department, new officers will serve for some months in the industrial relations department of a large company and also with a large union in order to gain over-all experience of the situations they will deal with in their work.

The reorganization will leave Mr. W.H. Dickie, Director of Conciliation and Mediation, with more freedom to assist in major mediation. "And by that we do not necessarily mean negotiations involving a major company or thousands of workers. We are equally concerned in settling any dispute where in a small community a long strike could paralyze the community".

Mr. Dickie, who has directed the Branch for four years, has a national reputation in the mediation field and enjoys the respect equally of management and labour. He spent 26 years in the senior levels of labour-management relations in various industries. In 1959 he entered the mediation field and was chairman of more than 600 conciliation boards in federal and provincial disputes before joining the Department of Labour.

He hopes to have more time in the future for the kind of advance discussions with top management and union representatives which could prevent crisis situations developing during negotiations.

"I think it could be helpful if both sides could talk over their problems with us before an agreement comes up", Mr. Dickie says. "Of course, this approach does not necessarily avert conflict, but if we could advise them from our experience while there is still time to be rational and before there is a build-up of pressure and crisis, it might make negotiations easier".



A short-term program taking place at the Canadian National Institute for the Blind has already brought a big cut in catering staff turnover.

## Training for Food Handlers



The growing effectiveness of the Department of Labour's in-industry training program is helping hundreds of companies across the Province meet their manpower requirements while at the same time providing under-employed and unemployed workers with new skills and job opportunities.

In 1969 a record of 5,500 people graduated from short-term training projects sponsored by the Department in partnership with the Federal Department of Manpower and Immigration and industry. This was nearly double the number in the previous 12 months, and it is predicted that graduates will increase to more than 8,000 by the end of 1970. The courses in which they are enrolled last for from four to 52 weeks, depending on the complexity of the skills involved, and projects embrace over 70 occupations.

One such project which is arousing interest in the food industry is a food handlers' training course being run in co-operation with the Canadian National Institute for the Blind. The year-long program of five-week courses began last July and when it ends in mid-1970 it is expected that 200 workers will have been trained.

### Haphazard System

The CNIB, which has 50 district offices from coast to coast (15 of them in Ontario), operates one of the largest catering services in Canada. The revenue supports rehabilitation work among Canada's 26,000 blind.

In Ontario the Institute's catering department employs around 1,100 people in just over 200 establishments—lunch counters, canteens, cafeterias, smoke shops. Five hundred of these work in some 100 outlets in the Toronto area. The catering department undertakes contract catering for schools, offices and factories in addition to operating the CNIB's own dining rooms and cafeterias. For some time the Institute has been dissatisfied with its system of filling vacancies and training catering staff, which has been on a haphazard, on-the-job basis. Faced with an increase in business and a 40 per cent staff turnover, the CNIB approached the Department of Labour with the object of setting up an efficient method of training 200 additional workers quickly.

A short-term training program was worked out for a five-week food handlers' course, with two weeks (80 hours) of classroom instruction and three weeks (120 hours) of practical, on-the-job training.

The curriculum, drawn up by the Industrial Training Branch of the Department of Labour, includes instruction in sanitation and hygiene, work safety rules, the preparation

"The training course helped me adjust to Canadian life", says Ivenie David, West Indian immigrant who now works in the CNIB dining room for elderly blind residents.

and serving of foods such as sandwiches, salads and desserts, different methods of making coffee, the storage and display of foods, the care and cleaning of equipment, cash handling and practical demonstrations of table and counter service.

The academic part of the course is held at the training centre at the Institute's Bayview Avenue headquarters, with practical training being given under supervision in CNIB cafeterias. The Institute provides its own home economics instructor. Miss Catherine Dutton, a Ryerson graduate and former teacher with the Brantford School Board, has co-ordinated and taught the course since its inception.

She selects the trainees from candidates referred by the Federal Department of Manpower and Immigration. Most of them are unemployed, with marginal or no skills to qualify them for available jobs. Many are on welfare, or are new immigrants with little knowledge of work methods and practices in Canada.

Under a shared-cost agreement with the Federal Government, the Department of Labour assists the CNIB with the wages of the instructor and the trainees. Trainees earn as they learn. During their classroom instruction they receive \$1.30 an hour. During practical instruction this increases to \$1.35 an hour and if they are used as relief workers to fill a vacancy, under supervision, the rate is increased to the wage paid for the job.

If successful, a trainee's wage rate can rise to \$1.85 an hour. Those who show special ability may be given additional training with the opportunity of qualifying for managerial positions. Four days after starting the course one candidate was found suitable for special training as a diet cook. She is now working an 8½-hour day at \$1.65 an hour and works every second weekend at \$1.75 an hour.

Ten to 15 applicants register for each course—the 14th started in February. In most cases there has been a drop-out rate of 50 per cent, which is considered acceptable and arises for a number of reasons, such as poor English among immigrants or lack of reading or writing facility among poorer educated candidates. But by January there had been more than 60 graduates and when the program ends in July it is expected the goal of 200 trained workers will have been achieved.

The trainees range in age from 16 to 58. Most of them are married women with some family responsibilities. For many of them the course is the only chance to acquire some training and an opportunity for job improvement.

It has already brought an improvement for 53-year-old Mrs. Marjorie Kemp. She has always worked hard but after 25 years in the restaurant business she was still a low-paid worker with no future. Before applying for the CNIB course she worked for six years as a steam-table waitress with a Toronto catering firm and the most she was ever paid was the \$1.30 minimum wage.

She started the course on October 10 and showed such ability that before her practical instruction was over she

was confirmed in a job as a waitress for the blind at the CNIB dining room at Bayview. Her wage at present is \$1.45 an hour, with prospects for further improvement.

Mrs. Kemp, who was born in England and came to Canada in 1929, knows what insecurity means. She married young and had ten children, the eldest of whom is now 36 and the youngest, 17. In 1953, when the baby was eight months old, her husband died and she had to struggle to keep the family going until she remarried nine years later. All the children have left home except a 22-year-old son who is emotionally disturbed.

### On Diet Desserts

Miss Ivenie David, a 30-year-old West Indian immigrant with only an elementary school education, obtained her Canadian work permit in late November when the Christmas rush help had already been hired. She answered a newspaper advertisement about the food handlers' course as a way to earn money while she learned necessary skills.

She now works at the Institute preparing diet desserts for the elderly blind residents. With four different diets—salt-free, low-calorie, bland and diabetic—to contend with, she also has the responsibility of making sure that each person receives the correct food in the proper amounts.

"The training course helped me adjust to Canadian life, too", Miss David says. "You have to learn to work at a different tempo. Some foods need to be prepared quickly and meals have to be on time".

Proof that age is no barrier to a brand new career is Mrs. Florence Forsyth, who is 58 and the oldest graduate of the program. Within a week of starting the course on October 27, she was put on special on-the-job training as dining room supervisor of the CNIB Bayview cafeteria, with two waitresses under her. She is now earning \$300 a month.

A slim, vivacious blonde with blue eyes, Mrs. Forsyth has always felt a special sympathy for the blind. One of her two children was born blind. He regained partial sight after a number of operations and now, at 31, is general manager of a scrap metal company.

Mrs. Forsyth, whose husband is a barber, has always worked and enjoys doing unusual jobs. She spent five years travelling across Canada, demonstrating freezers and ranges and food handling for an appliance manufacturer. And more recently she ran a cigar and candy store in Parkdale for two years.

She lives in Downsview, half an hour's drive from the CNIB and has to leave home at 5.45 a.m. every morning to get to work by 6.15. Her shift ends at 3 p.m.



Photographs: V.K. Anthony



**Highly Satisfied**

Mr. John Simmons, director of personnel for the CNIB Catering Department in Ontario, is highly satisfied with the results of the program so far. A year ago, he was experiencing a 40 per cent turnover of staff. Now the turnover has dropped to less than 10 per cent, which he attributes to the effects of the training course.

In addition to this greater stability, he believes staff relations have improved. "The training program has brought about a new awareness among supervisory personnel of individual workers and the problems they might experience as newcomers to the staff".

He is confident that by the time the project ends in July the basic objective of training 200 workers as general cafeteria help will have been achieved. In addition to filling existing job vacancies, this will provide a pool of trained personnel available for relief work and for upgrading to higher-paid posts.

Mr. Simmons, who is blind and has been with the CNIB for 23 years, knows the catering business from the bottom up. "The whole industry will have to change its attitude to training in the coming years", he says. "Because of the nature of the business and the quality of the unskilled workers involved, there has up to now been resistance to the idea of training projects to upgrade staff.

"But if you estimate that it costs around \$100 to hire and fire a worker, a high staff turnover becomes a costly problem. If the industry is to become more productive I believe effective training methods will be needed".

For the Department of Labour he has praise for "the excellent co-operation and understanding of our problem". He has had a number of enquiries about the course from other food organizations and catering firms and considerable interest in the program has come from CNIB centres in Manitoba, Newfoundland and British Columbia.



1 Mrs. Marjorie Kemp showed such ability during the course that she was confirmed in a job as a waitress for the blind.

2 Mr. John Simmons, director of personnel for the CNIB Catering Department in Ontario, discusses the course with Miss Catherine Dutton, home economics instructor.



# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## New Commissioners

Two new commissioners have been appointed to the Workmen's Compensation Board. They are David Gordon Decker, member of the Canadian Pension Commission, and Douglas F. Hamilton, secretary-treasurer of the Ontario Federation of Labour. They succeed former Board members J.F. Cauley and Dr. Earl Steele.

A member of the Toronto Transit Commission since 1962, Mr. Hamilton has held a number of other posts in the trade union field, including the vice-presidency of the Toronto and District Labour Council.

Previously a Commissioner with the Canadian Red Cross Society, Mr. Decker, at the request of the Canadian Government, headed a program to work with the Netherlands Government in 1957 to assist Hungarian refugees on their way to Canada.

## Jobs for Students

A provincial survey of student summer employment in 1969 showed that the Ontario Government last summer hired 9,600 students—20 per cent more than had been originally estimated. The Federal Government was able to provide jobs for 11,365 students, an increase of close to 27 per cent over the previous summer.

Both governments attributed the availability of summer jobs in industry to the generally buoyant state of the economy last year. With a levelling-off of the economy this year, it is expected that summer jobs will be more difficult to find.

The problem will be even greater due to an 8 per cent increase in student enrolment, bringing the student labour force to 550,000.

The survey also revealed that over three-quarters of the businessmen, students and general public surveyed felt the Ontario Government's advertising campaign about student employment should be repeated this year. Over 40 per cent of the employers in the survey were aware of being asked to hire students and 5 per cent hired more students because of the campaign.

In February a radio advertising campaign aimed at students was initiated and pamphlets on job-hunting were made available to students throughout the Province. In March, a print advertising campaign directed to employers was started to emphasize the benefits of hiring student summer help.

## Department on TV

The Department's Information Services are preparing a series of half-hour films for presentation on cable television. The first program, viewed last month, explored the functions and legislation of the Employment Standards Branch. Key areas of the Department will be discussed on the ten film segments now planned.

The cable television company showing the series has been assigned, by the BBG, areas in Toronto, Guelph, Owen Sound, Collingwood, Midland, Huntsville, North Bay, Malton, Ajax, Pickering, St. Catharines, Hamilton, London, Peterborough, Sarnia, Wallaceburg, Streetsville and Meaford.

## Appointments

Mrs. Cynthia Richards has been appointed head of the Research Branch's Collective Agreements Library, to be responsible for maintaining the library. She replaces Mrs. Agnes Gesing, who will become an assistant research economist working mainly on agreement analysis. Mrs. Richards has been a library technician in the Collective Agreements Library since 1969.

As collective bargaining expands to include more workers and more subject areas, so does the demand for information on labour relations such as specific collective agreements, the parties to them and provisions they contain. During 1969 a total of 5,485 agreements were received and processed, 1,260 of which were new agreements and 2,997 renewals. This represents an increase of more than 500 new agreements since 1968.

The principal users of the library are government agencies, parties to collective bargaining and students. Last year, 6,733 agreements were borrowed.

## Obituary

Mr. Edmund Leopold Welds, professional engineer in the Industrial Safety Branch, died in November last year. Born in Jamaica in 1930, Mr. Welds joined the Department in October, 1962, shortly after he arrived in Canada. A graduate of Howard University in Washington, D.C., he is survived by his wife, Kathleen, a secretary in the Ontario Department of Health, and three children.

# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## Standard Signals

A standard set of hand signals for crane operators will be published this month by the Safety and Technical Services Division. The signals are part of a proposed International Standards Code on cranes.

Although industry has been using a general set of signals, there were variations because a recognized standard signal system did not exist.

The signals are based on the B 30 Committee signals of the American National Standards Institute and will be standard for both construction and in-plant operations.

The Construction Safety Association of Ontario has recently completed a review of all interested groups and agencies in the United States and Canada and indications are that the A.N.S.I. signals will be adopted universally across the Continent.

The Department of Labour will be publishing a Data Sheet on the signals together with pocket-size cards for industry workers.

## The Operating Engineers Act, 1965

Ontario Regulation 196/69 made under the Act has been amended in regard to dual control boilers; qualifications of hoisting engineers; and the recording of accidents.

Amendments to Section 1 and Section 26 provide for the unattended operation of a dual control boiler. This applies only to a stationary steam plant (fourth class) where the boiler is equipped with prescribed protective devices and its operating pressure is restricted by another automatic device to 15 p.s.i.

Under Section 3 new qualifications are described to assist in recruiting suitable inspectors with experience on mobile cranes and earth-moving equipment.

In order to expedite the investigation of accidents a new section has been added to the Regulation, placing the onus on a plant user to report directly to the Chief Officer of the Operating Engineers Branch as soon as an accident occurs. The plant user is also required to send the Chief Officer a written report of the circumstances of the accident within 48 hours of its occurrence.



## Certificates of Attainment

Certificates of Attainment were presented to 14 Indians from all parts of Ontario recently by Mr. W. F. Davy, Director of the Industrial Training Branch of the Ontario Department of Labour. The young men, who came to Toronto looking for work, were given a pre-employment course at the Canadian Indian Centre. Ten of the 14 graduates of the course are now employed in industry. Here Andrew Diamond, from the north shore of Manitoulin Island, receives his certificate from Mr. Davy while John Hare, co-ordinator of the Canadian Indian Centre, looks on.



Older Worker  
Chronological Age  
Functional Age  
Social Insurance  
Age Structure  
Social Insurance  
Geriatrics  
Work Capacity  
Pensionable Age  
Gerontologist  
Means Test  
Life Expectation  
Older Worker  
Advancing Years  
Earning Capacity  
Functional Age  
Support  
Survivors' Benefits  
Pensionable Age  
Means Test  
Senior Citizen  
Old Age Pension  
Economic Security  
Chronological Age  
Age Structure  
Process of Aging  
Earning Capacity  
Retirement  
Gainful Activity  
Functional Age  
Welfare  
Age Distribution  
Work Capacity  
Age Limit  
Retiree  
Older Worker

Age Structure  
Chronological Age  
Work Capacity  
Older Worker  
Retirement  
Advancing Years  
Age Limit  
Age Distribution  
Gainful Activity  
Older Worker  
Process of Aging  
Earning Capacity  
Geriatrics  
Life Expectation  
Pensionable Age  
Senior Citizen  
Old Age Pension  
Means Test  
Economic Security  
Gerontologist  
Social Insurance  
Support  
Survivors' Benefits  
Provident Fund  
Retiree  
Chronological Age  
Age Structure  
Process of Aging  
Earning Capacity  
Retirement  
Gainful Activity  
Functional Age  
Welfare  
Age Distribution  
Work Capacity  
Age Limit  
Retiree  
Older Worker

CA2 ON ty  
L  
T10







# Task

Hon. Dalton Bales, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

H.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

M.K. Dibble  
*Executive Director, Administrative Services*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

Problems of the Older Worker 4

Statistics and Review 9

Seminar on Age Discrimination in Employment 13

New Legislation Introduced 17

People and Events 19

View from the House 20

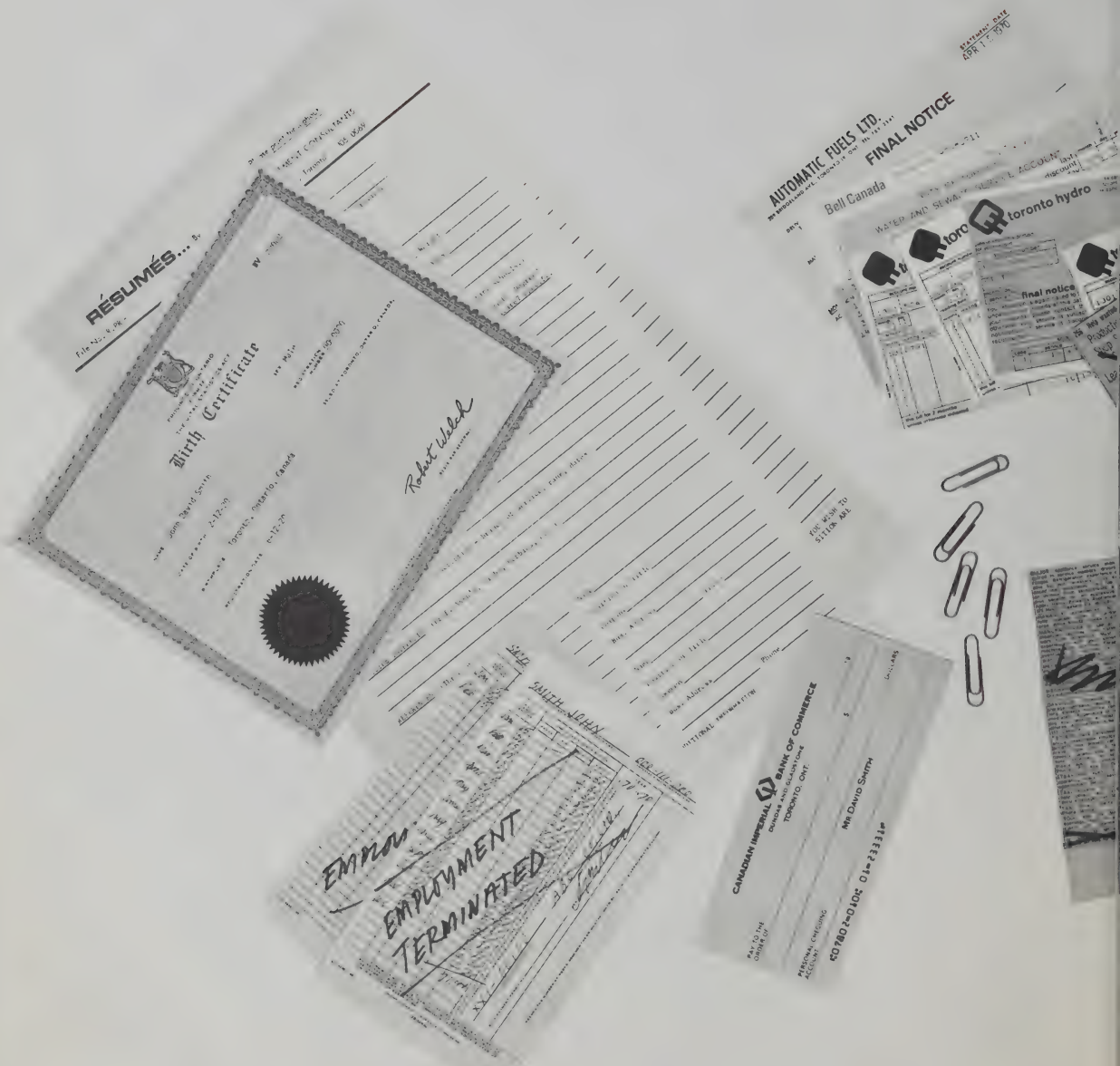


Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Inside cover photograph: Michael Semak

A third of Canada's labour force is aged 45 or over. But in a youth-oriented world older workers are experiencing discrimination based on age. The first in a series of articles examines some of the difficulties they encounter.

# Problems of the Older Worker





"The hardest thing is that your friends can't find time any more to have coffee with you".

The speaker is a former Toronto sales manager, unemployed for the past two years. He's healthy, he's aggressive, he's a hard worker, he has always paid his way. But although he has made hundreds of written and personal applications in the past 24 months, he is out of work.

Out of the blue he lost the job he had held for 12 years, at an annual salary which mounted to \$16,000, because of a merger and subsequent reshuffle of staff. At first he applied only for positions at the level he had achieved or higher, secure in the knowledge that he was qualified and experienced. Now his aims are lower. He's answering advertisements calling for book-keepers, senior clerks. But he still hasn't got his foot back inside the closed door of the work world.

Why? Because he is 50 years old. And if he were an out-of-work clerk, factory hand, waiter, the chances are his story would be the same. He is grappling with the problems of the older worker.

The word "old" is purely subjective. To the teen-ager, 30 is "old"; to the adult, "old" may mean 55 or 60 or 70. Most of us think of the older worker as someone getting ready for retirement. But anyone dealing with the sociological or economic aspects of aging knows that today the older worker can be a man or woman of 40 or even 35 who experiences difficulty in finding work because of age.

The sweeping and ever-accelerating changes which have taken place in the past half century throughout the world have been accompanied by unprecedented advancement in all fields of knowledge and technology – and by a social revolution the impact of which is not yet fully understood. Never before in history has there been such awareness of the needs and attributes of youth – yet in all regions of the world it is the old who are multiplying faster than the total populations.

### Life Expectancy

According to figures published by the International Labour Organization, from 1950 to 1960 the world's population grew by 1.6 per cent per year, or by approximately 42 million persons each year; the old population (those 60 years of age and over) grew by 2.5 per cent or by 4.5 million persons per year. There are at present over 200 million old people in the world. By 1975 it is estimated they will number some 300 million, increasing by around 6 million annually.

The life expectancy of the average Greek in classical times was 18. A hundred

years ago the average life expectancy in the western world was probably around 30. Today one out of every 14 persons in the world is 60 years or more. In the USSR the proportion is one out of every 11; in North America and Europe it is one out of every seven.

Yet, while advances in health care, nutrition and related fields have not only lengthened the span of life but vastly improved the quality of life in the latter years, there is evidence that older people are facing major difficulties because of their age. And in the labour market the age at which the term "older worker" is applied to a man or woman is getting lower instead of higher, as the increased vigour and better health of today's older population would lead one to expect.

Over the past ten or 15 years there has been growing concern throughout the world over all aspects of the aging process and especially over the problem of age discrimination in employment. A number of important studies have been undertaken and conferences held, several of them in Canada.

### Society's Responsibility

At the 46th session of the International Labour Conference in 1962 the Report of the Director-General, on "Older People – Work and Retirement", underlined the necessity of arousing public conscience "to a better understanding of the difficulties of older persons and the need to overcome those difficulties in a positive way in order to fulfil the responsibility which lies on every society to make the best possible use of the skill and experience of its citizens, to provide them with equality of opportunity and treatment and to ensure to them the respect, maintenance and comfort due to them when their long working years are over".

Surveying the occupational distribution of older persons in economic life in member countries, the Report noted that as people grow older their range of choice about work narrows and they often have to take jobs which youth disdains, jobs relatively poorly paid and jobs held in little social regard.

"Many of the employment difficulties of older people grow out of generalized, subjective and false impressions about 'older workers' and about their capacities for work and adaptation. This tends to breed prejudice for no good reason and with no objective basis: prejudice which cannot be easily eradicated, no matter how illogical it is".

In the United States, the Special Committee of the Senate on Aging

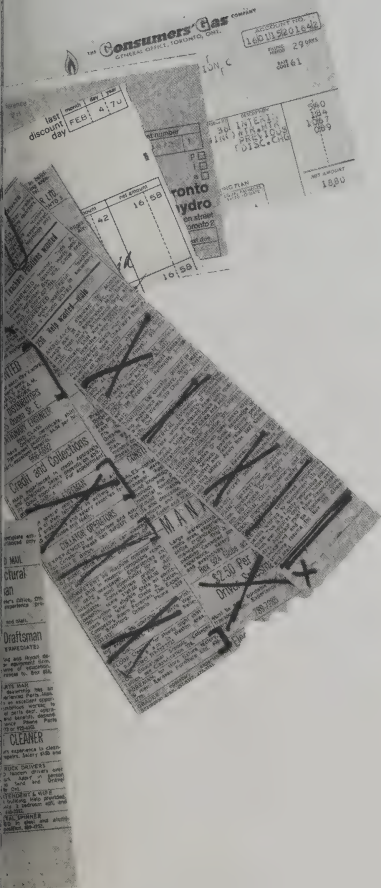


Table 1  
The Population of Ontario by Age

Year	Total Population		45 Years of Age and Over		45-64 Years of Age		65 Years of Age and Over	
	No.	%	No.	%	No.	%	No.	%
1901	2,183,000	100.0	447,500	20.5	326,900	15.0	120,600	5.5
1951	4,597,600	100.0	1,308,800	28.5	908,400	19.8	400,400	8.7
1968	7,306,000	100.0	1,954,500	26.7	1,361,000	18.6	593,500	8.1
Percentage Increase								
1901-1968	234.7		327.2	30.2	316.3	24.0	392.1	47.3

Table 2  
The Labour Force in Ontario by Age

Year	Total Labour Force		45 Years of Age and Over		45-64 Years of Age		65 Years of Age and Over	
	Employed/Unemployed		Employed/Unemployed		Employed/Unemployed		Employed/Unemployed	
1951	1,870,000	600,000	7,000	512,000	6,000	88,000	1,000	
1968	2,934,000	958,000	26,000	875,000	23,000	83,000	3,000	
Percentage Change								
1951-1968	56.9	59.7	271.4	70.9	283.3	-6.0	200.0	
Participation Rate								
1951	40.7	46.4		57.0		22.2		
1968	40.2	50.3		66.0		14.5		
Percentage Change in Participation Rate								
1951-1968	-1.2	8.4		15.8		-53.1		
Unemployment Rate								
1951	1.4	1.2		1.2		1.1		
1968	3.5	2.6		2.6		3.5		
Percentage Change in Unemployment Rate								
1951-1968	150.0	116.7		116.7		218.2		

reported that in 1964 about three and a half million workers 45 years or older were involuntarily unemployed at one time or another. The committee expressed concern over the length of time they were likely to remain unemployed.

"The duration of unemployment among older workers has grown relatively worse in recent years. Also the problem area is increasing significantly because the absolute numbers of older persons, and therefore the number of persons who may be the victims of age discrimination in employment, is growing rapidly".

In many countries there is now legislation to prevent age discrimination. In 1966 the Government of Ontario passed The Age Discrimination Act, administered by the Ontario Human Rights Commission, "to assure that able and qualified workers between the ages of 40 and 65 are afforded equal opportunities to seek and secure

gainful employment on the basis of their individual ability to perform the job".

But the increase here and elsewhere in recent years in the number of newspaper articles, case histories and letters to the editor reporting the hardships of middle-aged and older workers in job-hunting would indicate that the problem is far from being solved.

Since the Act came into force, the number of complaints dealt with by the Age Discrimination Division of the Ontario Human Rights Commission has grown each year and the program of education and publicity undertaken by this branch has expanded considerably.

"Unfortunately, the myths that work against the employment of older persons persist stubbornly", says George A. Brown, Administrator of The Age Discrimination Act. Although his branch handles about 200 complaints and inquiries

a year, Mr. Brown believes this is but a small proportion of the real problem.

"Our work is hampered by the reluctance of older people to come forward and lodge a complaint of discrimination on the grounds of age. They're afraid of what the neighbours will think, or of being labelled trouble makers".

To promote greater awareness of the subject, the Age Discrimination Division sponsored a one-day seminar in Toronto on June 4 with the theme "The Older Worker in Today's Economy and Community". It was attended by nearly 300 delegates, representing business corporations, unions, government and voluntary bodies, employment agencies and management consultants, as well as human rights agencies from across Canada. Extracts from speeches at the seminar appear elsewhere in Task.

It is difficult to find facts and figures that show a precise picture of how age is affecting employment but it is clear that older people, and therefore older workers, form a large proportion of the population. Recent Dominion Bureau of Statistics figures indicate that in Canada workers over 45 account for almost a third of the total labour force.

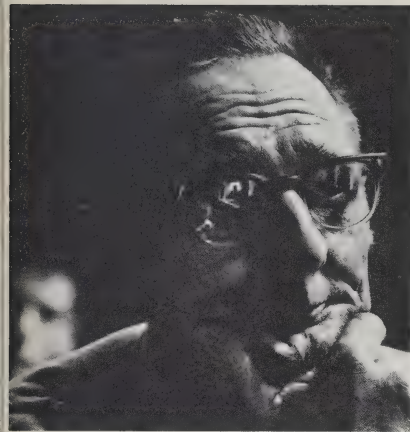
Between 1951 and 1968 Ontario's total population increased from 4,597,600 to 7,306,000. In 1968 one out of every four persons was 45 years or older and one out of every two in this group participated in the labour force.

But a break-down of the figures (see chart) shows that while in the period 1951 to 1968 the number of people aged 45 to 64 in the labour force increased from 518,000 to 898,000 (an increase of 57.7 per cent) and the number employed rose from 512,000 to 875,000 (an increase of 70.9 per cent), the number of unemployed rose from 6,000 to 23,000. This represents an increase of 283.3 per cent.

While the population of persons aged 65 and over rose from 400,400 to 593,500 in this period, the number in the labour force declined from 89,000 to 86,000. The number employed fell from 88,000 to 83,000, a decrease of 6 per cent. But the number unemployed rose from 1,000 to 3,000 — an increase of 200 per cent. The participation rate for this group fell from 22.2 per cent to 14.5 per cent.

Certainly earlier retirement and improved pension plans have a bearing on the decrease in the older worker participation in the labour force. And studies indicate that most older people who are well adjusted and have made financial provision look forward to retiring at 65 or younger. But there is no way of knowing how many





older workers are forced to leave by compulsory retirement policies, even though they may be able and willing to continue working. Their chances of finding alternate employment are slim.

In the 1950s pensions were one of the major obstacles to the hiring or retention of middle-aged and older workers cited by employers. Many employers were reluctant to hire workers who were ineligible because of age from entering their pension plans or whose service would be too short to provide an adequate retirement income.

### Old Age Security

But as H. L. Douse, Chief of the Section on Older Workers, Manpower Utilization Branch of the Canada Department of Manpower and Immigration, points out, the progress in liberalization and flexibility of pension planning has ruled this factor out as a major barrier. With the establishment of the Canada and Quebec Pension Plans and the Old Age Security Program every worker today can be assured of some retirement income. And as many employers have integrated their private pension plans with the Canada Pension Plan, they have reduced their own costs and the older new employee is no longer the liability once claimed.

What then leads to the persistence of the myth that at some arbitrary age, ranging from 55 to 40 or younger, a worker is on the decline? Because there's no doubt that it is becoming tougher for the man in his forties to get a job, according to a leading Toronto management consultant whose firm places executives in advertising, sales, marketing and general management.

"The term 'older worker' is coming down to include the 40-year-old and the number of top-flight people out of jobs because of their age is too high. I know

too many men with brain power and proven records in their careers who are sitting on the beach because they're 50.

"Men of real ability may wait two years to get another job because they are between 40 and 50. They are having to compete with applicants of 25 to 28, with a degree and four or five years' experience. Often the employer thinks of the older man: 'He's not really promotable — for less money I can get a brighter kid, more able to communicate in today's world'.

"When people who want to change jobs at that age come to consult us we tell them not to move until they're certain of employment. In industry, if an executive earning over \$16,000 a year loses his job through no fault of his own — changes in management and so on — he's going to have a hard time getting another job if he is over 40. In advertising, his career in the profession is dead.

### Myth and Paradox

"This is a terrible waste of competence and ability. And it destroys a man who has been a leader, a decision maker, who has maybe run an operation of up to 500 workers".

"Our society today is more youth-oriented than ever before", says George Brown.

"And unfortunately many people, as they approach 40, themselves help to contribute to the myth surrounding older workers. They become afraid of appearing 'square' and 'not with it' and they feverishly adopt the mod clothes and mannerisms of the young.

"Advertising plays a big part in fostering this youth image. Never before has the potential buying power of the teens and early-twenties been so enormous. As a result of this image of young, swinging, sophisticated consumers, the fear of being thought a has-been is unconsciously developed in the over-thirties.

"The paradox is that it is taking youth longer than ever before to reach the labour force — more training, longer in college and university — so that often a worker does not become effective till he is 25.

"Linked with this is the fact that older people are vigorous to a much greater age than ever before. It is therefore ironic that now of all times there should be this prejudice that a person is on the decline after he reaches 40. By this irrational thinking we are compressing a worker's effective career span into 20 years — from 25 to 45".

One of the myths is that the older worker is more accident-prone. Another is that work performance slows down in the 40s and 50s and yet another that the older

worker lacks flexibility, is difficult to train, is less thorough or mentally alert than the young employee.

"These are all areas where it is impossible to generalize on the grounds of age alone", says Mr. Brown. "But a Canada Department of Labour survey found that in the important areas of general productivity, judgment, staying on the job, care of equipment, of machinery and of themselves studies conclusively prove the older worker is superior.

"Then there is the charge that older workers lack dynamism and are slower to change. Many employers refuse to employ an older person because they say they want a younger person to train up in the image of the corporation — yet job mobility is the order of the day and younger workers tend to switch jobs to gain greater experience in their professions.

"There is also the paradox that if a man has been in the same job for 20 years employers say he is too rigid, slow to adjust, lacks aggression or curiosity. If, on the other hand, he has had ten jobs in 20 years they say he lacks stability".

### Balanced Force

Responsible employers recognize that ability is ageless and that individual differences vary enough to make arbitrary age limits invalid. Out of a total staff employed by Ontario Hydro, one of the world's largest public utilities, almost 50 per cent are between the ages of 40 and 66.

"We have found in our industry that a balanced work force of young and older workers tempers the enthusiasm and vitality of youth with the maturity and stability of age", says Dr. Donald K. Grant, Director of Medical Services for Ontario Hydro.

"Enlightened modern industrialists have come to realize that the men and women who run their machines and administration are their most precious and valuable asset. Unlike the machine he uses, which begins to depreciate as soon as it is set up on the shop floor, the value of the employee actually increases with age and experience. A capable and reliable employee represents many years of investment and often cannot be replaced immediately as can a machine when it breaks down".

Dr. Grant says that experience with older workers and surveys of large industries have shown that they are superior to younger workers in dependability, attendance, punctuality, judgment and human relations. They are somewhat inferior to younger workers in learning new skills *quickly*, in speed of operation, stamina and physical agility.



"Occupational physicians are working closely with personnel officers to explode the myth that men and women over 40 should not be hired. Most of the key people in industry, the professions, politics and public service are 40 or older and if everyone past 40 were suddenly withdrawn from the labour force, our national economy might well grind to a standstill".

### Work Performance

The Report of the Director-General to the International Labour Conference in 1962 referred to earlier cites a number of studies on age and work performance which indicate that "the popular notion of aging in relation to work has to be radically revised in the modern world: economically, socially, physiologically, psychologically, and in human terms, it is out of date and inadequate. Today the capacity for work persists far longer than is commonly recognized. Indeed, work capacity may on the whole increase rather than deteriorate with advancing years and both efficiency and responsibility may be higher amongst older workers than amongst younger ones, more often than is generally believed".

One of these studies was undertaken in France and reported that a quantitative reduction in output commonly sets in only after the age of 60 in the metal trades and in the mechanical and electrical industries, and only after the age of 65 in the building trades. It was also found that output reached a high peak during the 50s for workers in commercial and administrative fields and for engineers.

The Report quotes a survey of older workers in two large department stores in Canada which showed that on the whole the older workers performed their work as well if not better than the young workers; that their output increased with age to a certain extent even taking account of length of service, perhaps attaining a maximum soon after 50 and stabilizing or slightly declining thereafter though still holding its own with that of young workers; and that their output increased with experience, perhaps even more rapidly than did that of young workers.

Several surveys of comparative job performance by age among both factory workers and clerical office workers in the United States show similar results. For both groups there was relatively insignificant variation in average performance among age groups but wide variation in average performance among individual workers within age groups. A large proportion in the higher age groups turned in a better than average performance.

Moreover, studies of labour turnover by

age groups have shown that as a general rule turnover is almost invariably not as high among older workers as among younger workers. In the United Kingdom in 17 undertakings surveyed in 1957, the labour turnover rate was 32 per cent for men 25 to 39 years old and only 11 per cent for those 40 and over.

Yet in spite of the accumulating evidence to the contrary, the argument that the older employee must give way to the younger one persists. As reported in the Toronto Star in April, William R. D. Martin, director of the management centre of the University of Michigan and Wayne State University, told an audience of 800 members of the Personnel Association of Toronto that half the employees over 55 in any company should be fired within the next three to five years.

### "Old Charlies"

The main reason for getting rid of the "Old Charlies" in a firm was to open up the lines of promotion for the "young chargers", the development men, who must be brought in. Martin said at least five US corporations are now engaged in firing half of their employees over 55, especially at the executive level. He is quoted as saying that studies have shown that 40 per cent of discharged older employees found other employment and were "happy doing book-keeping three days a week".

According to the report, the address ended to loud applause. But one member of the audience had a question: "Where do all the old Charlies go – that is after the generous settlement that lasts about 18 months?"

One of those trying to find out is Irvine H. Williams, chairman of the Metro Employment Research Foundation, a registered charitable organization which acts as a fact-finding body and counselling service on the job problems of over-50s. Since Mr. Williams helped set up the foundation two years ago, when he himself lost his executive job at 50 and could not find other employment, hundreds of older workers have turned to him for assistance.

"The dumping process is happening every day", says Mr. Williams. "An employer hands a worker who is between 50 and 55 back his contributions to the pension fund, gives him a couple of months' salary and says 'good luck, Ron, you've worked hard for us and we're grateful – why don't you go out and get another job while you still can'. This is often done with the best of intentions. Then begins the long and often hopeless battle to find employment".

One such case spent six months looking for work after he lost his job as advertising manager for a large retail organization. He was luckier than most. After 198 personal interviews in which he was told he was over-qualified or too senior, he applied and was accepted for a government agency post in a different field of work and at a much lower salary than he was accustomed to.

Mr. J. W. Eleen, Research Director of the Ontario Federation of Labour, believes the problem is aggravated by the conflict between private industry's need to maintain maximum efficiency and society's need to keep as many people as possible working for as long as possible.

"It is only a matter of degree how prolonged unemployment affects the executive and the blue-collar worker", he says. "For the executive who loses his job at 45 or 50, it means that he can't find work at his level – in the end, when he has swallowed his pride, he can usually get a job at a lower level. It may take two years before he is prepared to take a wage cut, which will lower his status, but in most cases work will be available.

"But for the blue-collar worker it is not a question of lowering his status – he just can't get a job. I have the feeling that many blue-collar workers over 45 who become unemployed through no fault of their own become unemployable.

"I believe that in the over-all interest of society private industry will have to amend its objectives. I also believe that some day a job will be a right to which all workers will be entitled.

"There will also have to be a change in our attitudes. Today, when a man loses his job he has lost his place in society – once you're out of work you have ceased to exist".

This is a view with which Sister St. Michael Guinan, Executive Officer for Research in the Department of Social and Family Services' Office on Aging, will agree.

"In our continent, the man who has no employment has no role to play in society and, as a result, has no title to respect or dignity, that respect or dignity due a man simply because he is a member of the human race".

By 1979 the Government of Ontario expects to have the most penetrating and comprehensive record of what happens to a man and his family from the time he reaches middle age until he faces retirement. The Office on Aging is now half way through a unique long-term study of aging which began in 1958 with a sampling of 2,000 men of 45, ranging from labourers and skilled workers to teachers and

This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 17



### C1

Volume of Conciliation Activity, Ontario Department of Labour  
February, March and April, 1969 and 1970

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In Process</i>						
Pending January 31	249	254	327	302	33,461	30,461
Referred during period	458	428	603	605	62,664	86,761
<b>Total</b>	<b>707</b>	<b>682</b>	<b>930</b>	<b>907</b>	<b>96,125</b>	<b>117,222</b>
<i>Disposed of</i>						
Settled by Officer	184	142	199	153	16,445	12,093
Referred to Conciliation Boards	0	7	0	8	0	941
No Boards	235	223	331	325	43,074	64,927
Lapsed	8	2	11	2	395	350
Mediator	1	0	2	0	303	0
<b>Total</b>	<b>428</b>	<b>374</b>	<b>543</b>	<b>488</b>	<b>60,217</b>	<b>78,311</b>
<b>Pending April 30</b>	<b>279</b>	<b>308</b>	<b>387</b>	<b>419</b>	<b>35,908</b>	<b>38,911</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
Pending January 31	6	5	7	6	905	665
Referred during period	0	7	0	8	0	941
<b>Total</b>	<b>6</b>	<b>12</b>	<b>7</b>	<b>14</b>	<b>905</b>	<b>1,606</b>
<i>Disposed of</i>						
Settled prior to hearings	0	0	0	0	0	0
Settled during hearings	1	3	1	4	150	624
Board reported "no settlement"	2	3	2	3	73	211
Lapsed	0	0	0	0	0	0
<b>Total</b>	<b>3</b>	<b>6</b>	<b>3</b>	<b>7</b>	<b>223</b>	<b>835</b>
<b>Pending April 30</b>	<b>3</b>	<b>6</b>	<b>4</b>	<b>7</b>	<b>682</b>	<b>771</b>

C2

Volume of Conciliation Activity Ontario Department of Labour  
January to April, 1969 and 1970

	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<b>Officer Stage</b>						
<i>In Process</i>						
Pending December 31	228	229	250	252	23,325	25,014
Referred during period	578	546	789	760	84,123	99,794
<b>Total</b>	<b>806</b>	<b>775</b>	<b>1,039</b>	<b>1,012</b>	<b>107,448</b>	<b>124,808</b>
<i>Disposed of</i>						
Settled by Officer	224	200	243	222	20,536	15,578
Referred to Conciliation Boards	3	8	4	9	682	1,001
No Boards	288	257	388	360	49,507	68,968
Lapsed	11	2	15	2	512	350
Mediator	1	0	2	0	303	0
<b>Total</b>	<b>527</b>	<b>467</b>	<b>652</b>	<b>593</b>	<b>71,540</b>	<b>85,897</b>
<b>Pending April 30</b>	<b>279</b>	<b>308</b>	<b>387</b>	<b>419</b>	<b>35,908</b>	<b>38,911</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
Pending December 31	4	6	4	7	10,231	709
Referred during period	3	8	4	9	682	1,001
<b>Total</b>	<b>7</b>	<b>14</b>	<b>8</b>	<b>16</b>	<b>10,913</b>	<b>1,710</b>
<i>Disposed of</i>						
Settled during hearings	1	3	1	4	150	624
Board reported "no settlement"	3	5	3	5	10,081	315
<b>Total</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>9</b>	<b>10,231</b>	<b>939</b>
<b>Pending April 30</b>	<b>3</b>	<b>6</b>	<b>4</b>	<b>7</b>	<b>682</b>	<b>771</b>



## LB1

Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
January, February, March and April, 1970.

Type of Case	Received									
	January		February		March		April		Total	
	1970	1969	1970	1969	1970	1969	1970	1969	1970	1969
Certification	110	69	78	97	81	114	102	105	371	385
Termination	5	5	9	5	9	4	13	6	36	20
Successor Status	1	2	2	—	2	28	2	—	7	30
Strike	11	1	5	1	2	2	1	14	19	18
Lockout	—	1	—	—	2	—	—	—	2	1
Prosecution	18	—	18	3	10	13	6	20	52	36
Section 65	14	11	16	13	12	31	12	10	54	65
Miscellaneous	14	13	7	9	5	21	9	12	35	55
<b>Total</b>	<b>173</b>	<b>102</b>	<b>135</b>	<b>128</b>	<b>123</b>	<b>213</b>	<b>145</b>	<b>167</b>	<b>576</b>	<b>610</b>

Type of Case	Disposed of									
	January		February		March		April		Total	
	1970	1969	1970	1969	1970	1969	1970	1969	1970	1969
Certification	78	78	76	62	57	107	119	106	330	353
Termination	7	8	7	11	9	8	7	6	30	33
Successor Status	—	2	2	2	2	14	2	14	6	32
Strike Unlawful	2	4	9	1	3	4	1	4	15	13
Lockout Unlawful	—	1	—	—	1	—	1	1	2	2
Prosecution	4	18	17	—	14	5	6	1	41	24
Section 65	13	9	10	13	15	19	13	14	51	55
Miscellaneous	7	15	13	10	5	10	10	13	35	48
<b>Total</b>	<b>111</b>	<b>135</b>	<b>134</b>	<b>99</b>	<b>106</b>	<b>167</b>	<b>159</b>	<b>159</b>	<b>510</b>	<b>560</b>

## LB2

Number of Cases Dealt with by the Ontario Labour Relations Board  
Fiscal Year—April, 1969 to March, 1970

Type of Case	Number Received		Number Disposed of	
	F.Y. 1969-70	F.Y. 1968-69	F.Y. 1969-70	F.Y. 1968-69
Certification	1039	1035	991	1028
Termination	89	70	78	70
Successor Status	21	41	32	31
Strike Unlawful	56	37	52	39
Lockout Unlawful	6	7	7	6
Prosecution	144	105	129	104
Section 65	172	183	179	190
Miscellaneous	92	87	110	66
<b>Total</b>	<b>1619*</b>	<b>1565</b>	<b>1578*</b>	<b>1534</b>

\*Preliminary

**T1**  
**Apprenticeship Training Conducted by the Industrial Training Branch**  
**by Fiscal Year(1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70
Active apprentices at end of period.						
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>

Registrations during the period						
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845
In non-regulated trades	948	838	1,551	1,136	876	1,164
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>7,009</b>

(1) Fiscal year starts April 1, and ends March 31.

**T2**  
**Apprenticeship Registration with the Industrial Training Branch**  
**by month, 1968, 1969 and 1970**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1968	1969	1970	1968	1969	1970	1968	1969	1970
January	437	511	571	68	103	136	505	614	707
February	380	485	378	124	70	106	504	555	484
March	360	416	577	73	58	122	433	474	699
April	425	419	335	73	97	75	498	516	410
May	387	392		101	62		488	454	
June	359	427		94	63		453	490	
July	273	363		40	75		313	438	
August	436	446		41	63		477	509	
September	566	485		49	59		615	544	
October	515	648		73	113		588	761	
November	607	534		95	140		702	674	
December	544	605		79	128		623	733	

**T3**  
**Trainees in Short-Term In-Plant Training Conducted by**  
**the Industrial Training Branch by Month, 1970**

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed During Month	In Training at End of Month
	Under OTA**	Under OTA**	Under OTA**	Under OTA**	Under OTA**
January	1,887	636	65	510	1,948
February	1,948	671	164	325	2,130
March	2,130	692	87	782	1,953
April	1,953	508	163	274	2,024

\*\*Occupational Training of Adults Act of 1967.

lawyers, and will continue until the survivors reach 65.

Each year the participants answer a questionnaire and interviews are carried out by field workers from the regional offices of the Department of Social and Family Services. The purpose of the project is to evaluate over the years the socio-economic and health changes that accompany aging; the ways adjustments are made to alterations in the manner of living; and the effectiveness of all services (current and contemplated) for aging persons.

Apart from the personal tragedy, there is no way of measuring the ripple effect on society as a whole of the prolonged unemployment of an older worker. He is probably in the period of maximum financial responsibility, with mortgage and insurance payments to meet, children to support and a rising standard of living.

Even if he were willing to retire from active employment he probably doesn't have enough pension credit to retire with sufficient funds to keep up with his expenses. If he has saved money towards his old age it will quickly be used up if he faces a year or two of unemployment. And if he has no savings to fall back on, sooner or later the family will be in serious difficulties from which they may never recover. For many such families the end of the road is going on welfare, but unless they are destitute even this door is closed.

"Anyone around 40 or 45, in fact anyone under 60 who has \$100 in the bank doesn't qualify for any help if he loses his job and cannot get back into the labour force", says Mr. Moses McKay, secretary of the Welfare Committee of the Metropolitan Labour Council.

### Cost to Community

According to figures published by the ILO the dependency load on the community is becoming heavier. In 1950 every 100 persons of working age in the world supported 64 young and 12 old persons. By 1975 it is estimated the figures will be 69 young persons and 14 old.

"Hence the general picture is of a world with an aging population", states the Report of the Director-General of the ILO. "This can mean more older workers in the labour force and does mean more old people for society to consider and to some extent to support.

"We will have to see that the practical implications of these trends are faced squarely and in good time in order that our economic and social policies and measures may be reoriented and refashioned to meet the problems of the growing numbers of older people in every society".

# Seminar on Age Discrimination in Employment



Equality of opportunity in employment requires that men and women be considered on the basis of their individual capacities and not on the basis of any characteristics generally attributed to a group, said the Hon. Dalton Bales, QC, Minister of Labour, in Toronto on June 4. He was addressing a seminar on the older worker in today's economy and community, sponsored by the Age Discrimination Division of the Ontario Human Rights Commission. The seminar, the first on age discrimination in employment to be held by a government agency in Canada, was attended by nearly 300 delegates representing business corporations, unions, government and private organizations and human rights bodies in other provinces as well as the United States.

"Just as prejudice in any form may well cripple the human being who suffers from it, so does age discrimination cripple the mind of the man or woman who is made the object of it", said Mr. Bales. "This is particularly true in employment. If people are denied the opportunity to make their contributions to society, their status in the community, which is tied to that function, is eroded".

The Minister said progress was being made in eliminating discrimination. Since the passing of The Age Discrimination Act in 1966 more than 400 cases have been processed. The fact that all but one were settled without a public board of inquiry testifies to the co-operation which has been received by the Human Rights Commission.

"In our program, we attempt to replace outmoded approaches with the concept of job classification which is not tied to particular age brackets", Mr. Bales said.

"And we can assure executives, on the basis of our experience with many companies, that they will not lose money but, rather, stand to gain from the experience of older employees".

But, said Mr. Bales, there are many obstacles to overcome in the administration of The Age Discrimination Act and careful research is necessary before deciding on the next phase of the program. The areas to be explored include:

A review of the need for special retraining programs for employees who are encountering employment difficulties because of age;

An inquiry into the extent to which complainants have been faced with reprisals—"we believe a fear of repercussions inhibits a great many employees and executives from lodging complaints and, if this is true, we will, of course, have to consider additional legislation";

A research project in which the Government would seek the co-operation of corporation and personnel agencies to study the pattern of hiring practices as they affect older workers.



### Speakers at the Seminar

- 1 Hon. Dalton Bales, QC, Minister of Labour
- 2 Dean W.S. Tarnopolsky
- 3 Mr. T. M. Eberlee, Deputy Minister of Labour, chairman of the seminar (centre), with Dr. D. G. Hill, Director of the Ontario Human Rights Commission (right), and Mr. Charles E. Odell.
- 4 Mr. A. Andras
- 5 Mr. H.L. Douse

### Other Speakers at Seminar

**Charles E. Odell**, Director, Office of Systems Support of the Training and Employment Service of the US Department of Labor:

"What we need more than anything is to bring together labour, management, government, the universities and other bodies to find ways of putting into effect what we already know about the problems of the older worker. We already know far more about the problems and how to solve them than we are prepared to put into practice.

"The challenge is to reach a broad enough cross section of the society with a message leading to commitment—the will to act upon our knowledge with the understanding and the funds and resources necessary to achieve simple and manageable goals for the whole society and specifically for the middle-aged and older people".

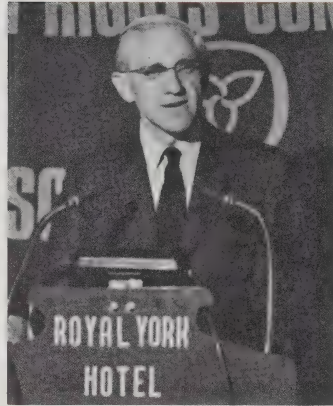
In reviewing methods in the United States for dealing with the employment problems of the disadvantaged, Mr. Odell described a new basis for the allocation of resources in what is known as the Community Manpower Services Model. In the first of three areas the Model provides a self-service delivery system to the so-called "job-ready".

"Studies show clearly that older job hunters who have skills and experience are not really at a disadvantage and can do better for themselves in looking for work than for us to act as middle man. Their real problem is to know where the best job opportunities are. By use of computer-assisted job banks, and ultimately man-job matching systems, we hope to be able to provide the job-ready with a wealth of job leads including access to all the openings listed with us by employers on any given day".

The second area of the service is directed to those who have skills and training but need help in *how* to look for a job or who have problems which they must overcome to meet employer resistance. The third area concentrates on those who lack any significant experience, training or skill and need intensive employability development services.

"We are trying to restructure these services so that the system fits the client instead of the client having to fit the system", said Mr. Odell. "In the past the client had to move from place to place or from specialist to specialist. In the new model there is a team approach, with all or most of the experts, such as counsellor, job developer, work training specialist, placement interviewer, available in one place and at one time".

**James F. Hickling**, president of Smith, Caldwell and Hickling Limited, spoke on the qualities and attitudes of the young versus the over-40 worker. He said there are distinguishable differences in values and attitudes among the age groups; these values or attitudes are translated into the motivations individuals have towards their work;



1



2



3



4



5

different age groups have different contributions to make and all these contributions are needed to make our total society work; an employer should make his hiring decisions not on the basis of chronological age but in terms of the nature of the task he needs done.

This is not the first time there have been differences between generations or age groups, Mr. Hickling said, but because things move faster now the conflict between age groups is more pronounced and more dramatic.

"There is a general lack of acceptance that society has the answers to life and that older people have very much to communicate to the young that is real. There is a negation of the so-called lessons of the past and of the wisdom of the older".

**Dr. J. L. Fowler**, Medical Director, Imperial Oil Limited, Toronto, said that the steady progress of technology, with new techniques and increasing amounts of automatic machinery, is wiping out back-breaking physical labour, cutting down requirements for physical strength and stamina and simplifying the work requirements of mankind.

"The progressive improvement of working conditions for all workers has had an impact on the employment of older workers. Shorter hours, longer weekends, longer vacations with pay and occupational health services, all help to reduce fatigue and to make it possible for older workers to go on working, satisfactorily, at their jobs for a longer time".

Dr. Fowler discussed ways in which the older worker who did develop difficulty in coping with his job, due to the result of aging or because of a disabling condition, could be retained in employment. A new approach to the problem is ergonomics, a re-design of the job which makes it possible for the worker to continue at his original work by reducing strain to a minimum.

"A simple change, such as adjusting the height of a bench lathe or modifying the hand-grip of a pair of pliers, may significantly alter the amount of fatigue produced by repetitive jobs and allow an older worker to remain productive. When equipment is designed or redesigned, it should always be designed as a man-machine unit".

Dr. Fowler pointed out that at any specific chronological age there are wide differences between individuals in their apparent age. He stressed the importance of establishing a worker's functional ability and of matching the individual worker's capacity with the physical requirements of the job to be done.

**Dean W. S. Tarnopolsky**, Faculty of Law, University of Windsor, speaking on the role of age discrimination legislation in a period of rapid social change, said that human rights legislation is a recognition that it is not only bigots who discriminate but "fine, upright, distinguished" members of society as well.

"Particularly in Canada I would suggest that discrimination against an individual because of his race, sex or age is due not so much to hatred or fear as to discomfort, or inconvenience, or fear of loss of business".

The fact that actual equality between all men could never be achieved does not in any way detract from the importance of forwarding equality of opportunity. In applying this principle to age discrimination legislation, all that is being asserted is that age should not be a criterion in employment.

Referring to criticisms of The Age Discrimination Act and of the Ontario Human Rights Code, Dean Tarnopolsky emphasized that the techniques now in use are a copy from labour relations legislation. In some cases the same people who have been critical of human rights legislation have demanded application of very similar techniques in the industrial relations field.

"The powers of investigation and of inquiry, the compellability of the appearance of witnesses, have all been criticized as arbitrary powers. I think it must in all fairness be pointed out that the investigatory powers under human rights legislation, including The Age Discrimination Act, and the effects of these administrative procedures are no greater than those which are available through various agencies, councils, commissions, individuals, officers, in about 88 other statutory provisions in the Province of Ontario alone.

"There has been no evidence thus far that any board of inquiry under Ontario human rights legislation has contravened the rules of natural justice, which are the fundamental and over-riding test for fairness in any administrative tribunal in Anglo-Canadian jurisprudence. Would that all administrative agencies could make the same claim!"

**H. L. Douse**, Chief of the Section on Older Workers, Manpower Utilization Branch of the Canada Department of Manpower and Immigration, Ottawa, called for greater concentration on the possibilities for positive action to utilize the unused or under-used potential of our manpower.

"Would it not be more positive to examine what skills, knowledge and qualities the mature worker has to offer rather than what he once had which is now out of date? A close examination of these assets might well reveal a basic foundation for the development of new skills and knowledge by retraining and upgrading. Admittedly there are problems, but the combined, co-operative efforts of management, labour and government could remove or minimize most of these problems."



**J. W. Bentley**, Superintendent, Pensions Commission of Ontario:

"With the current situation in Canada in respect of pension plans, both public and private, I find it difficult to accept that pension plans are a major barrier to the employment of older workers or that they should affect the mobility of the older worker. I feel that in the many instances that this is given for rejecting an older applicant for employment, it is really only an excuse rather than a reason. The reason lies in the personnel policies of the employer."

In reviewing legislation dealing with pensions which exist at federal and provincial level, Mr. Bentley said the purpose of the legislation is to strengthen the existing system of private pension plans by requiring that pension benefits, under certain conditions, should be preserved for the ultimate benefit of the member, by establishing reasonable methods of funding the plan and by establishing standards for solvency.

"In Ontario we supervise better than 8,500 pension plans covering about 900,000 members and in Canada better than 15,000 pension plans are subject to the requirements of the uniform Acts, covering about 85 per cent of membership of pension plans in Canada."

Mr. Bentley said that the effect of the Canada and Quebec Pension Plans on the employability of older workers is readily understood. It is known that better than 92 per cent of the labour force in Canada receive protection under these plans and benefits earned are fully portable. It is not, however, as easy to measure the effect of provincial legislation.

"In order to measure the results of the legislation, the provinces having this legislation and the federal government, in conjunction with the Dominion Bureau of Statistics, are presently working on survey and statistical techniques which, it is hoped, will provide information relating to the impact of the legislation as well as covering other non-financial areas".

**T. A. Smith**, Supervisor of Training and Development, Chrysler Canada Limited, Windsor, said that more study was needed in the areas of industrial medicine and hygiene for the older worker as well as in the fields of sociology and behavioural science to determine ways of handling the older worker. Close co-operation was required between the triangle of forces formed by government agencies, the private individual and the union-management group.

"Studies seem to indicate that senility cannot be avoided but that its effects can be arrested by meaningful challenging activity when it first shows in an individual".

The constantly changing technology of our times presented a serious problem for the older worker, Mr. Smith said. Machinery changes, changes in techniques, the vagaries of the market, all place constant pressure on

people to upgrade and update their knowledge and skills.

"For the older worker, schooled in the 30s, scarred by the war and the 40s, shaken by the automation scares of the 50s and 60s, this upgrading problem is serious indeed. Our school system 20 years ago was not geared to the technological age and we are now paying the price for a lack of foresight by our educators".

Mr. Smith described the union-management program at Chrysler for training apprentices and for providing retraining classes for older skilled workers. But, he said, unless the system – staff, curriculum, times of classes – were adjusted to meet the needs of the older worker, the whole concept was "a waste of time".

**A. Andras**, Director, Legislation Department, Canadian Labour Congress, Ottawa, said that thousands of older workers are attracted to the network of training and retraining programs throughout Canada.

"It is difficult to determine, however, whether these programs do in fact prepare workers adequately for the new technology and unless there is very close relationship between such programs and future employment, I cannot see how they can be successful".

Criticizing the substitution of stringent minimum educational standards for individual screening of applicants, Mr. Andras said this adversely affects the older worker who cannot satisfy the standards even though a proper interview may prove him to be the very kind of employee the employer is looking for.

Once the older worker is out of employment he faces a double disadvantage in this area: he has less education than his children and because he learned his trade 20 or 25 years ago developments may have rendered his skills obsolete.

Using the calendar as a yardstick in employment is the greatest injustice perpetrated in our time, Mr. Andras said. But in time of full employment, age takes on a secondary or even lesser consideration when matched by the urgency of filling vacancies.

"It may thus be argued that a full employment economy is the best answer to any reluctance on the part of employers to hire workers who by some chronological yardstick are deemed to be old".

Mr. Andras said unions can act positively in three ways at least in assisting older workers: first, by pressing through the legislative process for full employment as the surest way of ensuring job opportunity for older and other workers who suffer job discrimination; second, by helping to police the human rights legislation as it pertains to age discrimination and to ensure that their particular employer is abiding by the legislation; and finally by exploring the collective bargaining process itself as a means of removing the barriers which now exist against the hiring of older workers.



# Bill Ensures Equal Opportunity for Women

## New Legislation Introduced

The Women's Bureau of the Department of Labour, established in 1963, will administer and enforce its first piece of legislation when The Women's Equal Employment Opportunity Act, introduced in the legislature in May, becomes law.

The Act will prohibit discrimination because of sex or marital status in matters concerning recruitment, hiring, training, promotion and dismissal. One of its provisions grants maternity leave without pay of up to 12 weeks for employees who have worked for the firm a year or more, in firms of 25 employees or more. The other provisions of the Act apply to all employers with six or more on staff, and it is also binding on the Crown. The Act further prohibits separate male/female job classifications and discrimination in advertising.

In introducing the second reading of the Bill the Hon. Dalton Bales, QC, Minister of Labour, said the Government believes that job discrimination based on sex is an anachronism in an industrialized society where one in every three workers is a woman.

"Equal employment opportunity for women is a necessary part of any just society", said Mr. Bales. "Moreover, the waste of human resources owing to sex discrimination can hardly be exaggerated".

### Investigatory Powers

Administratively, the Act combines features of The Human Rights Code and The Employment Standards Act, in that it proceeds by the complaint and conciliation method of the Code, but allows for the Women's Bureau to initiate complaints. The Act provides for the same broad investigatory powers that pertain to The Employment Standards Act.

Dr. Lita-Rose Betcherman, Director of the Women's Bureau, explains that where a settlement cannot be reached a board may be appointed. Non-compliance with a board order is punishable by fines on conviction. All parties to a complaint enjoy an unlimited right of appeal from the decision of an appointed Board.

The Act is the only one of its kind on the continent, specially designed to prohibit discrimination against women workers. It is the result of over two years of intensive research into the problem in Ontario and thorough investigation of legislation in other jurisdictions.

Since the Women's Bureau was established to upgrade the status and qualifications of the female labour force, it has developed a wide range of connections with working women, their employers and unions. Its research into the problems pertaining to the female labour force and its established educational role has given it a recognized expertise in the field of women's employment.

Interpreting trends in the work life of women and advising the Department on protective labour standards for women, including hours of work, wage rates,

employee facilities, health and safety matters, have been among the main functions of the Bureau.

"The most open and harmful discrimination against women at the present time lies in their exclusion from the better jobs", says Dr. Betcherman. "For instance, many collective agreements have separate male and female classifications and those labelled female are the low-paying ones. Under the new Act, job classification by sex is prohibited, unless there is a bona fide occupational qualification."

A major target of discrimination in the Province today is the married woman worker. This is particularly prevalent, the Bureau reports, in industry where female employees are often dismissed on marriage. Another common practice is dismissal of pregnant women. The Act contains maternity leave provisions because discrimination against women workers on account of their maternal function affects adversely that half of the female labour force which is under 35 years of age.

Since the economy utilizes women of child-bearing age, says Dr. Betcherman, a minimum standard of job security during childbirth is necessary, both from the point of view of social justice and labour force efficiency.

### Low-level Jobs

The extent of discrimination against women is reflected in these facts:

The average income for women in 1967 was \$2,303 as against \$5,331 for men;

Over half the female labour force is in clerical work or low-level service jobs;

Of women in the professional and technical category, three-quarters are in the traditional fields of teaching and nursing;

Only 9 per cent of the Province's managers are female, and these are usually owners of small shops.

The trend for women to work after their families have grown is increasing at a rate that indicates that the average female worker can be expected to work for 25 to 35 years. Statistically, the working woman is more likely to be married than single. And 40 per cent of the female labour force is composed of single, self-supporting women or sole-support mothers.

Dr. Betcherman observes that, unlike other workers subject to discriminatory treatment, women have hitherto had no redress under existing laws, except in the area of equal pay under The Employment Standards Act.

The new legislation also protects the rights of male workers. Should a man be discriminated against because of his sex or marital status he can seek redress under this Act.

## New Legislation Introduced

# Greater Protection for Workers

A Bill to amend The Employment Standards Act was introduced in the legislature in May to provide continuing improvement in the protection of Ontario's working people. Provided for are advance notice of dismissal to workers in lay-offs or plant shut-downs, improved vacation benefits, protection against garnishment, and penalty assessments against employers who underpay employees. The amendments reflect administrative experience gained since the Act came into force on January 1, 1969.

The Bill specifies that an employer shall not terminate the employment of 50 or more workers in any four-week period until after the expiry of notice in writing to the Minister of Labour and the employees. In such lay-offs, the required notice will be graduated according to length of service: one week's notice for an employee with three months to two years of service; two weeks' notice for an employee with between two to five years' service; four weeks' notice for those with between five and ten years' service; and eight weeks' notice for those with service of ten years or more.

The notice requirements will not operate in such situations as seasonal or intermittent employment, short-term lay-offs, legal strikes, or lockouts, and in other cases where lengthy notice would not be possible. The Province may levy fines of up to \$1,000 per employee to firms failing to meet these requirements.

### Vacations with Pay

Notice in the event of mass lay-offs has not been finalized but it is likely that extended notice will be required for firms employing more than 300 persons which want to lay off 50 or more employees in a four-week period. The scale would be graduated as the firm's size increases.

"The amendment was designed to furnish the Minister with advance notification in order that industrial training or retraining and the facilities of the Canada Manpower Centres could be set into motion to provide maximum protection for the future of affected employees", explains Mr. M. E. Howard, Director of the Employment Standards Branch.

The legislation was designed to leave management free to respond to the need for change as well as to protect workers against the impact of economic change, and it provides that an employee who is given notice must himself notify his employer in advance if he intends to change jobs before the termination date.

Another amendment provides that employees be credited with two weeks' vacation with pay in the second year of service with an employer. This replaces the present provision for three weeks' vacation each year after three years of service. Also prohibited will be dismissal of an employee because of a garnishee. This was designed to enable persons to meet their debts without fear of income loss.

The legislation will also prevent an employer from avoiding the benefit provisions of the Act by transferring an employee from one company to another company in which associated or related activities are carried out. Seniority, wages rates and all conditions of employment shall also be preserved when a firm is sold or amalgamates. Any such companies will be regarded as one employer under the Act and its Regulations. This amendment represents an effort to provide security to an employee whose employer changes his work location and his duties will be considered to be continuous.

### Collections Adjusted

Collections have been adjusted to provide for payments of up to \$2,000 per employee for every standard: wages owing, vacation pay and equal pay for equal work. An additional safeguard permits the Branch to charge the firm a penalty of 10 per cent of the money owing an employee to pay for collection costs.

In January, 1969 all employment standards and equal pay for equal work legislation was consolidated into one Act, and 12 officers were added to meet increased legislative responsibilities. Some 60 per cent of cases undertaken are discovered in routine audits, and as much income is recovered by investigation as through the complaint procedure. Collections and direct payments made in the first four months of 1970 were twice as high as those for the same period last year.

On June 25 the Minister of Labour announced that the general minimum wage rate in Ontario would be increased from the existing \$1.30 an hour to \$1.50 as from October 1 and to \$1.65 on April 1, 1971. The minimum wage for the construction industry, which is now \$1.55 an hour, will be increased to \$1.75 and to \$1.90 on the same dates.

# People and Events

Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.

## Safety Conference

The Canada Safety Council held its annual conference in Fredericton, New Brunswick in late May with Harold Y. Yoneyama, Executive Director of the Safety and Technical Services Division, presiding at two of its major panels. Discussions on three aspects of safety – traffic, public and industrial – were attended by over 400 delegates from across Canada.

At the two panels at which Mr. Yoneyama was moderator, safety problems and labour-management relations connected with accident prevention programs were the topics presented. The speakers were G. J. Samson, general manager of the Construction Safety Association of Ontario, Paul Tuz, manager of safety for Chrysler Canada Limited, and Henry Weisbach, executive secretary of the Ontario Federation of Labour.

## Adaptability of Man

Since 1964 the Department's Industrial Training Branch has been promoting programs to meet the needs of a constantly changing industrial community with its demands for increased specialization. In order to extend its services, the Branch has recently developed a presentation entitled "The Adaptability of Man" which describes the three types of training – apprenticeship, short-term and modular – available through the Branch.

The audio-visual presentation demonstrates graphically the effect of changing technologies and specialization on the training of skilled workers, and how the Branch is providing new training to meet this need.

It has been shown to regional staff members of the Branch, senior management personnel in the Polymer Corporation and by invitation to more than ten companies in the immediate Sarnia area. The reaction has been enthusiastic and two companies, Imperial Oil Limited and Cabot Carbon of Canada Ltd., have requested further training action from the Branch.

## Student Employment

The Student Summer Employment program has benefitted this year from the continuing advertising and information campaign sponsored by the provincial and federal governments. In addition, the Canadian Chamber of Commerce through their program "Operation Placement" has provided facilities for student registration and, in co-operation with the Canada Department of Manpower and Immigration, encouraged employers to provide more job opportunities.

The Ontario Government has been able to increase its quota of summer jobs for students and it is estimated that all departments, branches and commissions will hire approximately 9,900 students this summer.

No valid assessment can be made at this point of the employment situation. Many students register at more than one placement office and these multiple registrations

tend to distort the estimates of students looking for work. The fact that "Operation Placement" and Canada Manpower Centres have provided special facilities for student employment registration has made the students more visible.

In many of the centres in Ontario, student placement offices report more job availabilities than last year and although some of these may be part-time or of limited duration, it would seem to be an indication of the underlying awareness of and interest in making a contribution to meeting the problem.

## New Publications

A series of bulletins on employment standards geared to the special needs of classes of industries is being published by the Employment Standards Branch. Each bulletin explains in lay terms the minimum requirements that an employer must provide for his employees.

First in the series is a general fact sheet on hours of work, vacations with pay, equal pay for equal work, wage protection, overtime and minimum wages. This was mailed to 170,000 Ontario employers, including manufacturing firms, unions, offices and shops.

The bulletin has prompted much interest among Ontario employers and requests for bulk orders for branch plants, union locals and Canada Manpower Centres as well as employer organizations are being regularly received by the Branch.

At press now are bulletins aimed at the tourist and construction industries.

A new booklet, *Working in Ontario*, has been issued to provide information for tradesmen who want to emigrate to Canada. The publication, available since late May, is being distributed in six languages abroad through the Department of Manpower and Immigration.



# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## The Elevators and Lifts Act

Section 6 has been rewritten. The Chief Elevator Inspector will have the authority to determine at what intervals an elevator or other lifting device shall be inspected.

Under Section 24 the maximum fine is raised from \$1,000 to \$5,000.

An amendment to Section 1, Clause F brings many mechanical freight lifting devices such as movable platforms under the Act.

Three new Sections have been incorporated into the Act:

- Time to prosecute will be limited to not more than one year after the default occurred.
- Drawings of lifting devices are required to be made by professional engineers.
- An inspector or engineer is protected from civil action arising from his duties on behalf of the Crown.

## The Industrial Safety Act

An additional subsection to Section 16 requires engineers or architects to be responsible for the designs of a structure over two storeys in height.

Section 25 has been repealed. Under the new Section, no one shall employ in an industrial establishment a person required to attend school under The Schools Administration Act.

## The Operating Engineers Act

An amendment to Section 2, Clause 1 removes the requirement of management to provide a compressor operator to operate a unit which is automatic or remote controlled and remotely situated.

## The Women's Equal Employment Opportunity Act

The Women's Equal Employment Opportunity Act prohibits discrimination in employment against women in Ontario on the grounds of sex or marital status. The legislation also prevents dismissal for pregnancy and provides for maternity leave.

There are two exemptions: an employer who has fewer than six persons is exempt from the Act, and firms of less than 25 employees are exempted from the maternity leave provisions.

## The Employment Standards Act

A new regulation under Section 6A-12 provides that an employer shall not terminate the employment of 50 or more workers in any four-week period until after the expiry of notice in writing to the Minister and the employees. Notice will be graduated according to length of service: two weeks' notice for those with between two to five

years' service; four weeks' notice for five to ten years' service; and eight weeks' notice for those with service of ten years or more.

An amendment to Sections 21-24 provides that employees are to be credited with two weeks' vacation with pay in the second year of service with an employer.

Under a new regulation added to Section 3C, employers are prevented from avoiding the benefit provisions of the Act by transferring an employee from one company to another "associate company." A new regulation added to Section 28 provides for a penalty assessment to be levied against an employer who has underpaid an employee.

## The Labour Relations Act

On June 22 the Minister of Labour proposed a series of amendments to The Labour Relations Act. In addressing the Legislature, Mr. Bales said the amendments were designed to promote industrial peace, to achieve a balance between labour and management and to provide additional rights and freedoms for individual workers.

The amended Act will give extensive new powers to the Ontario Labour Relations Board, including cease and desist orders in illegal strikes or lockouts in the construction industry. The new Act will also impose a duty of fair representation of members on unions.

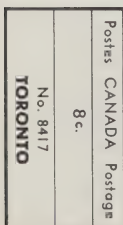
A major innovation is a plan to permit employer associations to be accredited as bargaining agents in the construction industry. The Bill grants exclusive collective bargaining rights to an employer association which is able to demonstrate the required degree of support among a group of employers whose employees are members of a union. This means that an accredited association will be entitled to negotiate a collective agreement that would be binding on all the covered employers and that individual employers will be prevented from entering into separate agreements with a trade union.

Other major changes to the Act include provisions to make it easier for unions to organize; stricter enforcement regulations; and establishment of industrial inquiry commissions in protracted strikes or those involving the public interest.

Second reading of the Bill is expected in the fall when the House sits after the summer recess.

## Transfer in Administration

The Fuels Section of the Energy Branch of the Department of Energy and Resources Management has been divided and transferred. The Safety and Technical Services Division of the Department of Labour will handle all matters concerning gas and petroleum above ground. The Department of Mines will be responsible for petroleum operations underground. The Energy Act and The Gasoline Handling Act will be rewritten to accommodate this change in administration.



# Task



CA2 ON  
L  
T10









# Task

Hon. Dalton Bales, QC  
*Minister*

Eggy Butler  
*Editor*

*Editorial Board:*  
M. Eberlee  
*Deputy Minister*

M.Y. Yoneyama  
*Executive Director, Safety and Technical Services*

A.K. Dibble  
*Executive Director, Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

Pension: Reward or Right? 4

Statistics and Review 9

Growing Importance of Research Role 12

Techniques to Train Young Offenders 17

People and Events 19

View from the House 20

Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Building a "nest egg" for his old age was once a man's private concern and a pension was considered a reward for long and faithful service. Now provision for retirement income is counted as part of a worker's total wage packet. In this issue, the second in a series of articles on the older worker examines the role played by pension planning in our society.

Photographs  
Inside cover: Michel Lambeth  
Page 4: Michael Semak

# Problems of the Older Worker

## Part 2

## Pension: Reward or Right?

There has been a tremendous increase in the number of pension plans in Canada. Pensions are now looked on as part of the total wage packet; there is legislation to safeguard pension rights and assure a worker security for his old age.



Fifty years ago making financial provisions for old age was a private affair and the size of the "nest egg" depended on an individual's means and foresight. Today the provision of retirement income has grown into a highly complex and scientific system and pension planning is playing an ever-increasing role in our economy.

The most recent statistics for Canada were compiled in 1966, when the Dominion Bureau of Statistics conducted a comprehensive survey to determine the number, membership and key characteristics of pension plans in force in Canada on December 31, 1965. The study was timed to establish benchmark data against which to measure the effects of the Canada and Quebec Pension Plans which came into effect on January 1, 1966.

The survey shows that the number of plans increased by nearly 50 per cent from 1960, when there were 9,500 pension plans in operation, to 1965, when there were over 14,000. Plan membership rose from 1,800,000 to nearly 2,300,000 in the five-year period, an increase of 26 per cent.

"Perhaps one of the most significant elements in pension growth was the increase in total annual contributions", states the survey. "In 1965 alone, employer plus employee contributions passed well over the one billion dollar mark to nearly \$1,170 million. Annual contributions of this magnitude have made pension funds one of the largest single sources for capital investment in Canada".

Yet, according to Mr. J.W. Bentley, Superintendent of Pensions for the Pension Commission of Ontario, there is still an enormous amount of misunderstanding and a lack of communication on the subject of the intent of pension planning, how it operates and how this affects workers, and especially older workers.

### History of Pensions

The concept of the pension goes back to the days of the Roman Empire, when grants of freehold land were given to retiring soldiers and in other countries pensions were paid as a reward for long and faithful service by soldiers and servants of the state. In England the Superannuation Act of 1834 introduced pensions for civil servants in the modern sense for the first time. In the United States municipal pensions and teachers' pensions made their appearance in the 1890s and had become common by 1915.

In Canada, the first Superannuation Act was passed in 1870 to control contributory pension plans for civil servants of the Dominion Government. For two centuries before that the Hudson's Bay Company had provided retirement gratuities for employ-



of long standing, but the first systematic pension plan in private industry seems to have been introduced in 1874 by the Grand Trunk Railway for clerical and indoor staff. In Ontario, a single provincial plan for elementary and secondary school teachers throughout the Province was brought in in 1917 and another for provincial civil servants has been in effect since 1920.

It is 20 years since pensions first made their appearance in negotiations between unions and management, following the ruling in 1948 by the National Labor Relations Board in the United States that pensions were a proper subject for collective bargaining. The first plans were bargained at the Ford Motor Company and General Motors. Since then pensions and an increasing range of other benefits, such as widow benefits and broader medical coverage, have become standard items in collective agreements. It is estimated that where 15 years ago fringe benefits accounted for about 15 per cent of payroll costs, today they are costing about 27 per cent and that by the mid-1970s the payroll costs will climb to 34 per cent.

In the 1950s the cost of providing a pension was a major reason cited by employers in Canada as an obstacle to hiring or retaining middle-aged and older workers. Many employers were reluctant to hire workers who were ineligible because of age from entering their pension plans or whose service would be too short to provide an adequate retirement income; rather than pay the older worker a meagre pension or none upon retirement—or give him an adequate pension but at a relatively high cost—the employer preferred not to hire him at all.

### Concern over Paradox

This paradox, that pension plans whose primary purpose was to benefit older people should turn into a barrier to prevent older workers from securing employment, became a matter of growing concern to government and other agencies more than 15 years ago.

Pensions were one of the problems studied by the Canadian Government's Interdepartmental Committee on Older Workers, established in 1953. The report of this committee, published in 1957, focused national attention on pension plans and their effects on the employment of older workers.

The basic conclusion of the report was that nothing inherent in the nature of a pension plan made it impossible for an employer to hire an older worker or to retain him beyond normal retirement age. Nonetheless, the committee appointed in 1960 by the Government of Ontario to study portability of pensions had this to say in its Report: "until recently the plans were not numerous enough

to have had much influence on employment as a whole. Today, however, the plans are so widespread that whatever adverse influences they exert, through imposition of age limits either for hiring or for plan membership, must be felt over a much greater range of job opportunities than hitherto. It follows that latter-age unemployment may become a more serious problem".

The Dominion Bureau of Statistics survey of pension plan coverage shows that in 1960 a total of 53 per cent of all paid workers in Canada were employed by organizations with pension plans. By the end of 1965 the total had grown to 57 per cent of all workers.

The DBS survey defines a pension plan as an arrangement for providing retired employees with a regular income for life; it is generally an arrangement between an employer and his employees for the systematic accumulation of funds during the employee's working years and the distribution of these funds to the employee in the form of a pension after he retires.

### Hardships in the Past

In the early days a majority of such plans were paid solely by the employer, as an incentive to staff members to remain in his employment or to attract experienced and competent recruits. The employee paid no contribution and if he terminated his employment before retirement he was entitled to no benefits under the plan.

Over the years there has been a steady increase, however, in contributory plans, where a percentage of the employee's salary is deducted for investment in the pension fund, with the employer contributing a further sum to make up what is needed to buy an agreed benefit to cover the employee's pension at the time of his retirement. (The DBS survey reports that in 1965 contributory plans covered approximately 1,823,000 employees, representing about 78 per cent of total membership in all plans).

In many cases in the past workers covered by such plans suffered hardships if they terminated their employment before retirement age—although they might receive back their own contributions to the fund plus interest, they lost their rights to a pension in their old age which the pension plan existed to provide for them. If they started in a new job, they would have to come into the new employer's pension plan as beginners.

Assuming that a man was 45 when he joined the new plan and the contributory pension plan provided a pension based on 2 per cent of his salary multiplied by the number of years he worked for the employer, he would be entitled to 20 years' benefit if

he retired at 65. But the 20 years he worked for another employer at the start of his career would be lost to him in terms of pension.

Not only would he suffer because his ultimate pension would be smaller, but the cost to the new employer of including an older worker in the pension plan would be greater. In the most common form of plan, the contributory unit benefit type, age is of particular importance. For male workers whose personal contribution is 5 per cent of earnings, no contribution from the employer is usually necessary to buy the pension specified (commonly 1½ or 2 per cent of earnings) until the worker has reached about 30 years of age.

For those above this age, the required proportion from the employer rises as age increases, and after about the age of 45 the employer's share begins to exceed the worker's. In the last year or two before retirement, at the age of say 64, the employer's share has risen to the point where it exceeds the worker's by more than three to one. It is this aspect which in the past made many employers reluctant to include older workers in their pension plans.

### Legislation Introduced

A major concern of various government and other committees studying pension schemes was how to prevent the wastage of pension rights because of job changes. Nearly all contributory pension plans allowed the employee to withdraw his own contributions if he terminated his employment before retiring age. Over half the contributory plans provided terminating employees with some form of vesting, that is a legal claim to a deferred pension based on the employer's contribution. But in most cases this was dependent on the employee leaving his own contributions in the fund. The vast majority of workers chose a cash refund and so forfeited their rights to the employer's contributions and therefore to any deferred pension benefits.

The Committee on Portable Pensions, established by the Government of Ontario in 1960, heard testimony from a number of interested organizations and individuals in its study of pension practices in Canada and other countries. Its principal recommendations were for the creation of government standards to preserve pension benefits and for the introduction of a vesting standard coupled with restrictions on cash withdrawal of employee contributions.

The Ontario Pension Benefits Act which followed these recommendations in 1965 was the first legislation in Canada that dealt specifically with pension plans. One of its most far-reaching provisions is that all pen-



sion plans registered within the Province must contain a clause which ensures that plan members who leave employment after the attainment of age 45 and the completion of ten years of service will have full vested rights, in the form of a deferred annuity, to all employer contributions made after January 1, 1965, when the Act came into force. By the same token, an employee who qualifies for vesting cannot remove his own contributions, which are "locked in" in the same way as the employer's. This results in what is known as portability of pensions.

"The word 'portable' is bandied about considerably and many people still believe that it means they take the money invested in a pension fund on their behalf with them", says Mr. J.W. Bentley, Superintendent of Pensions for the Pension Commission of Ontario.

"I think the concept is perhaps better phrased as 'the preservation of pension entitlement'. A portable pension does not mean that you take it along with you to your next job; it means that your rights under the pension plan you are leaving are preserved for you and your use at some time in the future".

### Supervision of Plans

In Ontario an employee member qualifies for a deferred vested benefit if he terminates his employment at the age of 45 or more and has had ten years' continuous service with the same employer. In other words, his rights to pension benefits, arising from his own and his employer's contributions during the period of his employment in Ontario, become vested in himself—his contributions and those of his employer are locked in and remain in the fund and no matter where he goes or how many further jobs he holds until the time of his retirement, he will be entitled to some pension benefits under that plan. The amount of the benefit and the age at which payment begins will be determined by the rules of the plan and his service in Ontario.

Every pension plan that has members in the Province must apply for registration with the Pensions Commission of Ontario, which administers the legislation and supervises more than 8,500 private pension plans covering about 900,000 members. Before it is accepted for registration, the terms of the pension plan must comply with the provisions of The Ontario Pension Benefits Act.

"The purpose of the legislation is simply to strengthen the existing system of private pension plans by requiring that pension benefits, under certain conditions, should be preserved for the ultimate benefit of the member", says Mr. Bentley. "This is done

by establishing reasonable methods of funding the plan and by establishing reasonable standards for solvency and for the investment of the fund".

An annual report for every pension plan must be submitted to the Commission; each plan must be valued by an actuary at least every three years and that report submitted to the Commission. The investment of the assets of the pension fund are also subject to certain criteria. There must be diversification of the investment and the investments of the pension fund must be in those types of investment that are permitted by the legislation.

"There is still a great deal of misunderstanding about the intent of pension plans", says Mr. Bentley. "A pension fund does not exist as a form of savings plan—it is a method of purchasing security for the future of the worker. And the concern of the law is to see that the terms of the pension plan, which is in effect a promise made by the employer to the employee concerning his future security, are carried out.

"Put very simply, the legislation requires that the eggs be chosen with due care and that these same eggs cannot all be put into one basket".

Since the introduction of Ontario's Pension Benefits Act, substantially similar legislation has been brought in in the provinces of Quebec, Alberta and Saskatchewan, and in 1967 the Canadian Government enacted The Pension Benefits Standards Act. This Act, which parallels the Ontario legislation in ensuring minimum standards of portability, funding and investment, applies to pension plans organized and administered for workers engaged in employment throughout the country that falls under federal jurisdiction. It is estimated that at present more than 15,000 pension plans are subject to the requirements of these uniform Acts, covering around 85 per cent of all pension plan membership in Canada.

### Cost of Pensions

In addition to the protection provided by the provincial legislation, virtually all workers aged 18 and over in Canada are covered by the Canada Pension Plan which came into effect on January 1, 1966. Any worker, regardless of age, can become a participant in the Canada Pension Plan, which provides complete portability, vesting and locked-in pension credits and therefore ensures a measure of security even for older workers who do not qualify for private pension plans.

The old concept of a pension as a reward for long and faithful service has been replaced by the theory that a pension is in effect a deferred wage, to be paid to the

worker for his retirement security and subject to terms and conditions agreed upon by worker and employer. The trend is increasingly towards bargaining for the inclusion of pensions and other benefits as part of the total wage package to be met by the employer. But it is doubtful whether most people realize how costly this trend has become.

A century or so ago, not many of those who saved money for retirement lived long enough to benefit from it. Today in North America one out of every seven persons is 60 years or more. In Ontario the life expectancy of a man is 68, that of a woman is 75. And for men who now reach the age of 70 the average remaining length of life has increased from about nine to about 11 years. It follows that the number of years for which a retirement income must be provided are increasing.

### Earlier Retirement

To quote the Report of the Ontario Committee on Portable Pensions: "Pensions are more costly than most people realize. The essential arithmetic, though simple, will bear repetition: they are costly because a man who retires at 65 years of age will, on an average, draw a pension for some 14½ years, or about a third as long as his whole working life. The cost of a pension or annuity for such a man, expressed as a lump sum paid immediately before it commences, is about \$11,000 for each \$1,000 of annual pension provided. For women the corresponding cost is higher owing to their longer average life after age 65, being about \$13,000 for each \$1,000".

The Committee also investigated the effects of retirement age. Its findings indicate that the earlier the age of retirement the more costly the pension, and that plans with a fixed and rather low compulsory retirement age are those most prone to entail unemployment.

The Report shows the influence of retirement age on pension costs with an example. An annuity or pension of \$1,000 a year, for a man, payable quarterly for life, on the basis of 4 per cent interest per annum, with out guarantee, and bought with a lump sum immediately before the pension begins, would cost \$11,802 if bought to commence at the age of 60. It would cost \$10,165 if bought to commence at the age of 65 and \$8,512 if bought to commence at the age of 70.

One of the reasons for the appointment of the Committee was a concern to increase the employability of older workers. Its Report shows that in certain types of plan the higher cost for older workers exert a persistent pressure in favour of hiring the

young; and that earlier retirement can lead to more unemployment among elderly able-bodied people.

The Report states that, although information on the subject was not conclusive, it appears that later retirement could bring about the two objectives of lower pension costs and a reduction in the number of elderly people seeking work.

"At age 65 the capital cost of a man's pension is, as we have seen, the annual pension multiplied by 11, but at age 70 the cost is the pension multiplied by only 9½. The multiplier falls owing to the older person's shorter expectation of life. If, in addition, the previous contributions can be kept up over the five years until age 70, the cost per dollar of pension can be reduced by about one third".

But in the decade since the Committee was appointed attitudes have swung towards earlier, not later, retirement. In their negotiations trade unions have pressed for retirement at 60 or earlier, or simply after a stated period of service. A major slogan in the recent collective bargaining between the United Auto Workers and the automobile industry has been "30 years and out". The stated goal is a minimum pension of \$500 a month after 30 years of credited service, regardless of age, which would permit workers to retire as early as 55 or even 50.

If this trend spreads to other sectors of industry, as it probably will, how will this affect the employment prospects of older workers? Those workers protected by unions would seem assured of a guaranteed pension, as long as they remain with one employer for the required number of years and as long as they are not caught in mass lay-offs or other upheavals. But what of other workers who through no fault of their own become unemployed at the age of 45 or 50?

There is no doubt that the cost of providing pensions has climbed steeply. It is also clear that in certain types of plans the cost to the employer increases with the age of the worker and in the 1950s this was frequently cited as a major barrier to the hiring of older workers. What is not easy to determine is whether, or to what extent, this barrier has been broken down.

### Effects of Vesting

According to Mr. Bentley, the job mobility of older workers should no longer be affected by pension plan conditions. Since the introduction of the pension legislation the older worker now has three factors which provide a measure of security for his old age: a deferred pension under the vesting clause of The Pension Benefits Act; fully portable Canada Pension Plan credits; the

provisions of the Old Age Security Program.

"At present the vested deferred pension is calculated only on service after January 1, 1965, when The Ontario Pension Benefits Act came into force, and you can argue that the benefits provided at this stage are very minimal. But in the development of this kind of legislation you have to have a starting point and in time the effects of vesting will have much greater bearing on the security of older workers".

As an example of how the "45 and ten" rule applies, a qualifying worker who now leaves a job at a salary of \$10,000 a year would be entitled to a deferred pension of \$814 a year, calculated on five years of service since the Act came into force (the example is based on a constant salary of \$10,000 per year and a pension benefit of 1.3 per cent of salary up to \$5,300 and 2 per cent of the excess for each year of service). If he left his job in 1975, still earning \$10,000, his deferred pension would amount to \$1,628.

### More Flexibility Needed

If vesting were further liberalized, so that the existing 45 years of age and ten years' service was reduced to say 35 and ten, the older worker who becomes unemployed would have accumulated enough security so that he could take another job even without the right to join a new pension plan.

"I have always felt that when employers give the age limit for joining a pension plan as the reason for rejecting older workers, this is not a reason but an excuse", says Mr. Bentley. "With the new security provided by the legislation, it should now be possible for employers to ease their personnel policies affecting the employment of older workers".

As a further removal of pension plans as barriers, Mr. Bentley strongly advocates greater co-ordination of employment benefit programs, in what he calls the "cafeteria approach".

"I have the feeling that the money invested in various programs for income maintenance are not being utilized to the fullest extent. In Canada approximately 12 billion dollars are invested in pension funds and by 1980 this will rise to around 31 billion dollars. I would like to see the money being used in a better way than it is at present.

"We constantly think in terms of a pension plan, or a supplementary unemployment benefit program, or an insurance program, or long-term disability program. What is needed is the co-ordination of any employee benefit program with other existing programs so that both employer and employee, and other beneficiaries under

these programs, receive the maximum benefits for the dollars contributed to the total package.

"It seems to me that the development of a package, or cafeteria, approach should be more than just a pension plan, a hospital plan, a supplementary unemployment benefit program. It should be a package which could permit individual employees more latitude in selecting the form of benefit most applicable to their needs. For instance, a married man with young children could emphasize family protection while an older employee could direct more of the total compensation package into savings or retirement benefits.

"I don't believe it would be any more costly for employers to develop such comprehensive plans, but they would provide greater benefits for the same amount of money. I think it is time management, labour, government and all our advisers looked more closely at the development of total programs if we are not to continue fragmenting our present income maintenance programs".

### Impact on Attitudes

The introduction of the Canada Pension Plan and the provincial pension legislation has already had an impact on the attitude of employers towards hiring older workers, according to Mr. W.H. Wightman, Manager of the Industrial Relations Department of the Canadian Manufacturers Association.

"As far as pensions were concerned, there were formerly two aspects which deterred employers. To start with, the cost of buying a benefit unit to provide even a minimal pension for a short-service older worker was very high. In addition, the employer was candidly afraid of the adverse public relations image created by retiring such a worker on a pittance.

"If a firm had a policy of compulsory retirement at 65, a new employee aged 50 or 55 would have only ten or 15 years in which to build up credits towards a pension. The company would be faced with retiring him on a totally inadequate pension or bearing the higher costs of providing a somewhat better pension. It was an embarrassing situation for any firm with a genuine concern for the future welfare of its workers.

"Now, while the high unit cost remains, I believe an employer can contemplate hiring an older worker without such anxiety over making provision for the man's old age—even if that worker only has ten years in which to accumulate credits, he will have some deferred pension rights from former employers plus his portable Canada Pension Plan credits.

"I think another outcome of the port-



ability of pensions is a demand for greater flexibility in pension planning. There is a growing awareness of the need to develop the kind of plans which will allow a worker's credits acquired in a former job to be supplemented or meshed into the pension plan provisions at his new employment".

### Lack of Communication

Dr. A. Kruger, Associate Chairman of the Department of Political Economy of the University of Toronto, agrees that as older workers build up deferred pension rights under the provisions of the legislation the importance of pension costs to their employability will decrease.

"But I really think that this whole question of employers raising the cost of pensions in relation to the hiring of older workers has become one of habit", he says.

"Back in the 1950s, when pension plans began to increase rapidly, the higher costs of providing pensions for older workers did scare employers and they got into the habit of not hiring people of 45 or 50 for this reason.

"What is more, there is a great deal of ignorance and a lack of communication about recent developments in pension planning and I doubt that too many of those who do the hiring really understand the implications of the legislation or the effects of the vesting clause.

"In big organizations there is a pension section, which deals with all the details of the pension plan, and there's a personnel section, which administers the hiring policy of the firm and may be quite unaware of the changes that have taken place. There is a real need for a program to get this information to administrators of personnel policy and employment benefit plans".

If the higher benefit unit cost of providing a pension for an older worker is still found to be a deterrent, Dr. Kruger suggests a possible solution would be to give the employee the choice of paying the difference in premium rate.

"If the only problem an employer faces in hiring a man of 50 for the job is the cost of letting him join the pension plan, why not increase that worker's contribution to include the amount over and above what it would cost the employer if he hired a man of 25?

"But I think a much more serious employment problem for the older worker is the need for upgrading skills to meet the rapid developments in technology. The question the employer faces is whether it is worth his while to invest in the retraining of an older worker and whether the length of service that remains to a man of 50 will repay this investment".

### Less Reluctance

"It is too early to measure the long-term effects of the legislation, but certainly it is a step in the right direction", says Mr. Gordon Milling, Research Director for Canada of the United Steelworkers of America. Mr. Milling is a member of the Pensions Commission of Ontario.

"But I think the importance of pension costs has been exaggerated. In my experience the cost of pensions is no longer a major consideration with many employers and the rise in pension costs has not led to any major changes in the age pattern of hiring".

Mr. Milling says that since 1963 there has been a pronounced trend in collective bargaining towards the provision of much more generous pensions and that the thinking is strongly in terms of using years of service rather than a stated age as a basis for retirement.

"The goal of the larger unions is for pensions amounting to 75 per cent of a worker's earnings in the years immediately before retirement, after 30 years of service. Right now we have some agreements in force with pensions reaching between 60 and 70 per cent for workers in the low to middle wage groups. And we've bargained for plans allowing for normal retirement as early as 62 after a minimum of ten years of service.

"Certainly the trends in bargaining have pushed up the costs of providing pensions. The pension is no longer looked upon as a reward for long and faithful service, but as a right and as part of the total wage packet. What is happening is that workers are choosing to defer a larger proportion of wage increases in the form of better provisions for their retirement. I believe most employers take this into account when measuring costs".

The use of service and not age as a basis for retirement will probably increase pension costs even further, says Mr. Milling, but in his opinion this will not have an adverse effect on the hiring of older workers.

"If retirement was based on 30 years' service, an employer would have no cause for reluctance in hiring a worker of 45 or 50 because of pension costs—that worker will never be able to accumulate 30 years.

"And one must bear in mind that the increase in pension costs depends on the use of opportunity. In our experience as many as half of those who are entitled to retire at 60 or 62, go on working till they are 65".

### Training Program

Canada's pension legislation has aroused a great deal of interest in other countries.

Requests for information have been received from government sources, businesses and labour unions in England, the United States, Australia and elsewhere.

And in Toronto, Humber College of Applied Arts and Technology has introduced the first training program in North America which conducts specialized courses on pension and other employee benefit plans. Since the summer of 1969 the college has run a number of three-week seminars for people who work in the administration of such plans. Over 100 participants from all parts of Canada have attended. The course covers an analysis of various kinds of benefit programs and a review of relevant legislation. Speakers include specialists and consultants from government agencies and industry.

"With the growing complexity in the design, control and administration of employee benefit plans, formal training in administration is now a vital necessity", says Mr. James Brodie, lecturer in Business Law at Humber College and leader of the seminar program. "Yet there is still, even among administrators, a great lack of knowledge and misunderstanding of the intent of pension planning and the implications of the legislation".

There are, however, encouraging signs that at all levels of society there is increasing awareness of the need for better information and improved communication on a concept designed to help, and not hinder, man's enjoyment of a serene old age.



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 18



### C1

Volume of Conciliation Activity, Ontario Department of Labour  
May, June, July 1969 and 1970

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In Process</i>						
Pending April 30	284	308	389	419	35,908	38,911
Referred During Period	754	461	832	661	104,738	83,043
<b>Total</b>	<b>1,038</b>	<b>769</b>	<b>1,221</b>	<b>1,080</b>	<b>140,646</b>	<b>121,954</b>
<i>Disposed of</i>						
Settled by Officer	225	214	251	303	34,326	25,636
Referred to Conciliation Boards	1	12	1	15	100	32,144
No Boards	479	265	603	445	41,322	32,422
Lapsed	6	3	6	4	1,344	825
Mediator	—	—	—	—	—	—
<b>Total</b>	<b>711</b>	<b>494</b>	<b>861</b>	<b>767</b>	<b>77,092</b>	<b>91,027</b>
Pending July 31	327	275	360	313	63,554	30,927
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
Pending April 30	3	6	4	7	682	771
Referred During Period	1	12	1	15	100	32,144
<b>Total</b>	<b>4</b>	<b>18</b>	<b>5</b>	<b>22</b>	<b>782</b>	<b>32,915</b>
<i>Disposed of</i>						
Settled prior to hearings	—	—	—	—	—	—
Settled during hearings	—	2	—	2	—	212
Board reported "no settlement"	3	5	4	7	682	30,491
<b>Total</b>	<b>3</b>	<b>7</b>	<b>4</b>	<b>9</b>	<b>682</b>	<b>30,703</b>
Pending July 31	1	11	1	13	100	2,212

### C2

Volume of Conciliation Activity Ontario Department of Labour  
January to July, 1969 and 1970

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In Process</i>						
Pending December 31	228	229	250	252	23,325	25,014
Referred During Period	1,337	1,007	1,623	1,421	188,861	182,837
<b>Total</b>	<b>1,565</b>	<b>1,236</b>	<b>1,873</b>	<b>1,673</b>	<b>212,186</b>	<b>207,851</b>
<i>Disposed of</i>						
Settled by Officer	449	414	494	525	54,862	41,214
Referred to Conciliation Boards	4	20	5	24	782	33,145
No Boards	767	522	991	805	90,829	101,390
Lapsed	17	5	21	6	1,856	1,175
Mediator	1	—	2	—	303	—
<b>Total</b>	<b>1,238</b>	<b>961</b>	<b>1,513</b>	<b>1,360</b>	<b>148,632</b>	<b>176,924</b>
Pending July 31	327	275	360	313	63,554	30,927

Conciliation Board Stage						
<i>In Process</i>						
Pending December 31	4	6	4	7	10,231	709
Referred During Period	4	20	5	24	782	33,145
Total	8	26	9	31	11,013	33,854
<i>Disposed of</i>						
Settled during hearings	1	5	1	6	150	836
Board reported "no settlement"	6	10	7	12	10,763	30,806
Total	7	15	8	18	10,913	31,642
Pending July 31	1	11	1	13	100	2,212

LB1  
Number of Cases Dealt with Monthly by the Ontario Labour Relations Board  
May, June and July 1970.

Type of Case	Received							
	May		June		July		Total	
	1970	1969	1970	1969	1970	1969	1970	1969
Certification	115	87	90	108	110	72	315	267
Termination	12	4	5	6	6	7	23	17
Successor Status	3	2	—	3	1	—	4	5
Strike	11	6	7	2	8	—	26	8
Lockout	—	—	1	1	1	1	2	2
Prosecution	10	12	12	6	31	6	53	24
Section 65	15	12	20	17	16	20	51	39
Miscellaneous	9	5	9	6	8	6	26	17
Total	175	128	144	149	181	112	500	379

Type of Case	Disposed of							
	May		June		July		Total	
	1970	1968	1970	1969	1970	1969	1970	1969
Certification	106	78	109	91	112	94	327	263
Termination	6	2	12	5	9	3	27	10
Successor Status	1	2	2	1	—	1	3	4
Strike Unlawful	7	16	10	1	9	2	26	19
Lockout Unlawful	—	—	—	—	—	2	—	2
Prosecution	13	17	12	9	3	12	28	38
Section 65	15	17	17	10	12	13	44	40
Miscellaneous	11	9	9	11	9	9	29	29
Total	159	141	171	128	154	136	484	405

LB2  
Number of Cases Dealt with by the Ontario Labour Relations Board  
April to July, 1970

Type of Case	Number Received		Number disposed of	
	1970	1968	1970	1969
Certification	422	372	446	369
Termination	36	23	34	16
Successor Status	6	5	5	18
Strike Unlawful	27	22	27	23
Lockout Unlawful	2	2	—	2
Prosecution	59	44	34	52
Section 65	63	59	56	56
Miscellaneous	35	28	38	41
Total	650	555	640	577

**T1**  
**Apprenticeship Training Conducted by the Industrial Training Branch**  
**by Fiscal Year<sup>1</sup>**

Apprentices							1st
	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	Quarter
							1970-71
Active apprentices at end of period.							
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	16,230
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,606
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,836</b>
Registrations during the period							
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	969
In non-regulated trades	948	838	1,551	1,136	876	1,164	249
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>7,009</b>	<b>1,218</b>

<sup>1</sup> Fiscal year starts April 1st, and ends March 31st.

**T2**  
**Apprenticeship Registration with the Industrial Training Branch**  
**by Month, 1968, 1969 and 1970**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1968	1969	1970	1968	1969	1970	1968	1969	1970
January	437	511	571	68	103	136	505	614	707
February	380	485	378	124	70	106	504	555	484
March	360	416	577	73	58	122	433	474	699
April	425	419	335	73	97	75	498	516	410
May	387	392	337	101	62	94	488	454	431
June	359	427	297	94	63	80	453	490	377
July	273	363	387	40	75	62	313	438	449
August	436	446	—	41	63	—	477	509	—
September	566	485	—	49	59	—	615	544	—
October	515	648	—	73	113	—	588	761	—
November	607	534	—	95	140	—	702	674	—
December	544	605	—	79	128	—	623	733	—

**T3**  
**Trainees in Short-Term In-Plant Training Conducted by**  
**the Industrial Training Branch by Month, 1970**

Month	In Training at End of Previous Month Under OTA **	Added During Month Under OTA **	Discontinued During Month Under OTA **	Completed During Month Under OTA **	In Training at End of Month Under OTA **
January	1,887	636	65	510	1,948
February	1,948	671	164	325	2,130
March	2,130	692	87	782	1,953
April	1,953	508	163	274	2,024
May	2,024	509	201	422	1,910
June	1,910	626	141	431	1,964
July	1,964	421	202	411	1,772

\*\* Occupational Training of Adults Act of 1967.



The broad function of the Research Branch is to provide accurate information; to study and evaluate legislation, policy and procedures; and to determine the need for change.



# Growing Importance of Research Role

Increasing importance is being given in the modern world to the use of research as a tool to determine the value and direction of developments in every field of endeavour, including government. With the rapid changes and innovations that occur in an industrial society, there is a growing need to anticipate problems and revise legislation, policies and programs to keep step with such developments.

In the half century since it was established, the Ontario Department of Labour has become a complex and many-sided operation concerned with the development and protection of human resources in the widest context of employment. At the start, the Department had limited objectives and its main function was to ensure working conditions which would foster "the permanent prosperity of the industries of the Province".

Today the Department administers and enforces 22 pieces of legislation and its responsibilities range from wages and other labour standards to the rights of the individual worker, the rights of labour unions and management, safety in industry, protection against discrimination, training and retraining opportunities for workers, and the maintenance of harmonious labour-management relations. As the economy continues to expand, so does the scope of the Department's role and with it the importance of the Research Branch's activities.

Put in the simplest terms, the Research Branch exists to provide accurate and readily available information, to measure and evaluate the results of existing legislation and programs, to determine the need for revising policy and to study developments that affect labour. To do so, it provides statistical, analytical and reference services for the administrative and operating branches of the Department, but much of this work produces data of wider interest which is made available to the general public.

The work of the Branch can also be described in terms of its principal outputs. These include its published statistical and analytical reports based on studies required by the Department; background papers, memoranda, and legislative and policy recommendations for the use of the Minister and senior officers. It also includes the services of two libraries and consultation services which occur in committees, in co-ordinating specific projects with other departments, in discussion of research needs and findings with administrators, in efforts to influence research done by other agencies.

But there are no clear-cut demarcations between the work roles of various members of the staff—most of them are in some mea-

sure involved in a wide range of the Branch's output. Since the Branch came into being in 1965, the staff has grown to 39. A third of those employed in the Branch hold advanced degrees in economics, statistics, business or library science. And they have come to the Department from as far afield as Scotland, Germany, Cuba, Poland and the West Indies.

"The assignments vary from preparing answers to simple questions, which require ten minutes, to undertaking in-depth studies which need 12 to 18 months to complete", says Mr. J.R. Kinley, Director of the Research Branch.

Before joining the Department to head the new Branch, Mr. Kinley was for two years a research economist with the Canadian National Railway. His 17 years' experience in the labour, industrial relations and research fields include service with the Canada Department of Labour, the Central Ontario Industrial Relations Institute in Toronto and the National Conference Board in Montreal and New York.

## Labour Relations

A large part of the Branch's resources are employed in the field of labour relations. As collective bargaining expands to include more workers and more subject areas, so does the demand for all kinds of information on labour relations, such as the existence of specific collective agreements, the parties to them and the provisions they contain.

Governments, unions, employers and research organizations are continually seeking accurate data for a wide range of purposes—evaluating how appropriate their wages and working conditions are, making comparisons of these in negotiations, studying the impact of collective bargaining and the nature of the institutions associated with it, formulating policy and legislation.

To meet these requirements the Research Branch's services to the Department and the public include a Collective Agreements Library, a program of collective agreements analysis, the collection and distribution of data on current bargaining developments, and the analysis of basic policy questions related to labour relations.

In the latter area, the Branch was actively involved in the review of existing legislation which led to the proposed amendments to The Labour Relations Act, presented in the Legislature on June 22. Mr. G.F. Starr, a senior economist in the Branch, prepared a summary of the recommendations put forward by the Rand Commission of Inquiry into Labour Disputes and the Federal task force on labour relations.

"There was a systematic review of all these recommendations before the Bill to



amend The Labour Relations Act was drafted, which involved a considerable amount of research", says Mr. Starr, who was also responsible for a great deal of the background material used by the departmental committee responsible for proposing changes to the Act.

Another example of the Branch's evaluative work on labour relations legislation, institutions and practices is a study on Section 65 of The Labour Relations Act. Under this Section, the Labour Relations Board has powers to investigate complaints of employees who charge that they have been discriminated against because they engaged in trade union activity. After a complaint is filed with the Board, a field officer investigates and attempts to resolve the dispute. If the complaint is granted, the Board can order the reinstatement of an employee with full back pay. Between October, 1960, when Section 65 came into effect, and March, 1969, nearly 1,300 complaints have been filed with the Board.

The Research Branch is reviewing the effectiveness of this procedure, especially the success of field officers in settling disputes and of the remedies prescribed. The study is seeking to answer such questions as how long it takes from the time a complaint is lodged until the case is settled; how many complaints are settled at the field officer stage and how many reach formal consideration by the Board; how many are granted and how many dismissed; how many employees are actually reinstated in the jobs from which they were dismissed and how long they remain in these jobs.

"The Branch is also responsible for doing basic research on how the collective bargaining and labour relations system works in general terms", says Mr. Starr. "One study in this area is trying to analyze how the union movement and collective bargaining affects the wage structure in Ontario. Another proposed study will investigate the complex relationships that exist between the union membership and their leaders, particularly in the crucial period during which contracts are negotiated".

### Collective Agreements Library

Before 1965, when the Research Branch was established, the Labour Relations Board required quick access to a substantial number of labour-management contracts and built up a collection of these documents in its own files. Approximately 3,000 of them formed the nucleus of the Collective Agreements Library which came into being as part of the new Branch.

The purposes for maintaining the collection were broadened. Within the Department they included providing information

for conciliation services and other branches, and particularly supplying a major resource for the new Research Branch itself.

The new policy also required that information on collective agreements be made available to the public as a means of improving data used in collective bargaining and to aid research that would increase public understanding of the labour relations process. To meet all these needs, the library attempts to acquire, file and analyze all agreements covering bargaining units in Ontario.

At the end of 1969 there were approximately 9,500 current collective agreements on file, about 3,700 in the construction industry and 5,800 in all other industries. During the year, 4,200 agreements were received and processed in the library, with the collection changing at the rate of 20 to 30 agreements a day.

Excluding the Research Branch, the library serviced around 400 requests from within the Department and about 300 from outside agencies. These requests resulted in more than 3,000 agreements being borrowed during 1969. Use by the Research Branch is so extensive that it is not recorded.

### Collective Agreements Analysis

The library is an indispensable resource in the analyses conducted by the Branch to describe working conditions and other provisions established by collective agreements and to measure their prevalence in terms of the number of contracts in which they appear and the number of workers they cover.

While provisions in several industries have been analyzed, the Branch has till now concentrated its efforts on contracts affecting public service workers. The first such study was of collective agreement provisions in hospitals in Ontario. Most contracts in this industry are individually bargained between a hospital's management and the major unions representing hospital workers. When negotiation became subject to arbitration under The Hospital Disputes Arbitration Act of 1965, a special need arose for information on terms of contracts within the industry.

The Research Branch undertook a statistical analysis of 162 collective agreements covering 18,894 employees of hospitals throughout the Province to provide information on the major working conditions established by the contracts, such as hours of work, overtime and shift premium pay, health, welfare and pension benefits.

A report of the study, which showed the existence of big differences in working conditions from hospital to hospital, was published in 1967. It was well received by both management and labour and was widely

used as a basis for bargaining when agreements were renegotiated. Much greater uniformity in the provisions established by individual contracts is shown in the follow-up study of 216 collective agreements covering 31,400 hospital workers which the Branch made in 1969 as part of continuing analysis in this field.

"This is a case where we, as an impartial body, provided accurate current information which was useful to both parties", says Mr. L. Haywood, the economist in charge of collective agreement analysis. "I believe it is a service which could do much to speed up the bargaining process and eliminate the suspicion and misunderstanding encountered in the past when there was often no common source of information freely available to both parties".

As this aspect of the Branch's work becomes more widely known, increasing use is being made of the service. Union and management representatives and consultants now visit the Collective Agreements Library well before a contract is due to be bargained and study a number of existing agreements in their own industry for information to assist in preparing their proposals.

Reports have also been published on analyses of collective agreements in the construction industry and those covering municipal workers. In addition, a study of vacation provisions in all agreements in industries other than construction is in progress to determine the amount of vacation granted and the period of service required to earn it.

### Employment Standards

The protection of workers' rights under The Employment Standards Act and other legislation is a major concern of the Department of Labour and for the effective administration of this program it is necessary constantly to evaluate policies, the relevance of existing standards and the consequences of changing them. The Research Branch participates in an annual over-all review of the Act and undertakes special impact studies to measure and evaluate the effectiveness of specific standards.

One such study is examining the direct and the indirect impact of the minimum wage in certain industries, such as those manufacturing shoes, children's clothing, foundation garments, hosiery, luggage, handbags and small leather goods. Surveys were conducted in 1968, just prior to the introduction of The Employment Standards Act, in January 1969 and again in January of this year to measure how the \$1.30 minimum brought in by the Act affected wage structures, employment levels, organization, investment decisions and prices.





"Very little is known about how low-wage industries adjust to a change in labour costs imposed by an upward revision of the minimum wage", says Mr. F. Whittingham, the senior economist who is supervising the survey. "Do they go out of business, do they lay off workers, do they just pass on the increase in costs to the customer? We are also examining the characteristics of the employees most affected to find out, for instance, whether employers economize by laying off the least efficient workers".

A major activity of the Branch is collecting the data necessary to review labour standards. This is done in part by co-operating in the annual survey of wages and hours of work carried out by the Canada Department of Labour. This survey, however, does not cover establishments having fewer than 20 employees and the Branch is itself undertaking a survey of small establishments.

### Industrial Training

In addition to its role of protecting basic working conditions, the Department of Labour has a responsibility to promote training opportunities for workers and to help employers meet the increasing requirements for skilled labour. Here, too, the Research Branch is closely involved in evaluating and helping to shape the Department's twin programs of apprenticeship and short-term, on-the-job training.

In the area of apprenticeship, the Branch is engaged in two major studies. One examines the rationale for and the consequences of compulsory certification of skilled workmen in 15 trades; the other explores the effects of the labour market environment on apprenticeship training.

The introduction of new materials and equipment will have an impact on the skills tradesmen require. For instance, the use of plastic piping may eliminate the traditional welding operation and the development of more and more prepackaged units in building construction will have a bearing on craft structure in that industry.

These types of developments create a need for analysis of skill and knowledge requirements so that training programs can be revised to meet future needs. A Research Branch project is now under way to provide information on technical changes in the mechanical sector of the construction industry, the characteristics and attitudes of the work force and the training that will be required to develop the skills needed in the mechanical construction industry during the 1970s.

In the area of short-term training in industry, the Branch is at present evaluating a number of government-sponsored projects to determine how well these projects meet

defined objectives, to analyze the characteristics of trainees who have participated in short-term programs and to establish the relationship between these characteristics and success in training. Another project under way involves a survey of training in industry to provide background information for an examination of the government's role in this field.

**Safety**

Some of the earliest labour legislation passed in Ontario was introduced to ensure safe working conditions and safety remains one of the Department of Labour's main concerns. As the economy expands, with more workers and more complex industrial operations, so does the Department's responsibility in this area. Consequently more accurate information is needed for the most efficient use of resources.

Statistics are an integral part of an effective safety program and the Research Branch is at present endeavouring to find ways of making better use of the extensive data available on accidents in industry. One approach is the development of statistically reliable accident-frequency rates to meet the needs of all users of such information in the Province, which should make it possible to measure safety performance in a given industry more accurately and to uncover accident problem areas.

"An accident-frequency rate is usually based on a large number of man-hours worked (a minimum of one million is often cited)", says Mr. P.P. Ferlejowski, who is doing the development work in the Branch. "The rate thus provides a relative measure based on exposure and consequently permits comparisons between periods of time, industries and areas.

"For example, suppose two industries each report 2,000 accidents in a year; industry A has 10,000 employees and industry B has 6,000. By relating the number of accidents to the number of employees or the number of man-hours worked, the frequency rates can be assessed and the safety performance of the two industries can be compared far more accurately than with data presented in absolute terms.

"The use of accident-frequency rates can provide broad guides to the direction of change in the accident situation over a period of years as well as a norm against which the accident record of individual establishments can be evaluated".

Mr. Ferlejowski is also engaged in work on assessing the cost of accidents more accurately. Although it is possible to measure the direct costs, such as medical expenses and lost-time wages, there is no reliable record of the hidden costs to em-

ployers of accidents. These may include such expenses as those incurred by equipment damaged, production disrupted when work stopped after an accident, time lost in filling out forms or attending Workmen's Compensation Board hearings, the cost of hiring or training a replacement for an injured worker.

**Labour Library**

An important part of the Research Branch is the Department of Labour library, which has grown into a first-rate and widely used labour research collection. With a staff of seven and holdings of 15,000 volumes, it is now the second biggest current labour library in Canada.

In its early days the library served largely as a filing and storage facility for material produced by the Department itself. Since its operation was transferred to the Research Branch in 1966, however, a total reorganization has taken place. Its present policy on collecting and holding material is based on two considerations: that the major needs of all branches of the Department are served and that peripheral material is not held if it is readily available elsewhere in Toronto.

Under the direction of the librarian, Mrs. M.J. Duncan, the collection is divided into the central library and specialized satellite services to the Industrial Training Branch and the Safety and Technical Services Division. The central library purchases, catalogues, indexes and provides reference services for all three units.

Basic statistical data and government and institutional publications comprise the bulk of the collection. This includes all current publications of the Department itself and annual reports of its predecessors; pertinent royal commission reports and submissions; federal and other provincial labour department publications; International Labour Organization publications; and current Labour publications from the United States, Britain and elsewhere.

The holding of material published commercially and by universities includes books and periodicals dealing with labour relations, manpower utilization, labour unions, skill upgrading programs, occupational shifts in industry, and related fields.

The library also receives and retains more than a hundred labour union newspapers printed in Canada and the United States. The only complete current holding of its kind in Toronto, the collection of these newspapers is valuable because it supplements the information supplied by the Collective Agreements Library — often background data and information on what led to a bargaining situation are contained in the journals.

The satellite collections cover such subjects as codes and standards used in the day-to-day inspection activities of the branches, civil engineering texts, training manuals and handbooks. Recently there has been emphasis on developing library facilities in the safety and technical areas of the Department's interests. This emphasis relates both to collection and service, within and outside the Department. To assist personnel in keeping abreast of recent publication in their specialized fields, photocopies of tables of contents of all current periodicals received by the satellite units are mailed to local staff of the industrial training and safety branches.

While officers of the Department are the principal users of the library, increasing use of its resources is being made by the public. Out of an average total of 250 inquiries received a month, nearly a third originate outside the Department. Approximately 600 publications are borrowed each month and in the same period the central library processes between 40 and 50 inter-library loans and replies to the same number of written requests for bibliographic and subject information. Records show that library service to the research staff averages 15 items a day and four inter-library loans a week.

Every five weeks the library publishes a selected list of current material catalogued for all collections. It is sent to Department personnel and, on request, to other libraries in Canada and the United States, union and management associations, universities and individuals interested in industrial relations and other subjects. A major objective that is being served by circulation of this acquisition list is the encouragement of the public and especially union and management personnel to use the Department's library facilities.

**Service to Public**

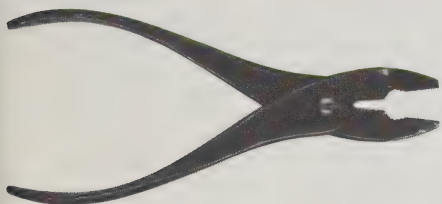
"Throughout its short history the Research Branch has become continually more involved in almost every area of the Department's activities", says Mr. Kinley. "Among the principal reasons for this has been the positive attitude towards the Branch's role among the senior officers of the Department and the co-operation extended it at the branch level".

From its inception, the Branch has subscribed to the policy of developing its own research program. To some extent it has accomplished this, but the demands on its resources from within the Department have been so extensive that its work has been shaped at least as much by requests for service as by its own initiatives. As its capacity develops, however, the Branch is expanding its work on long-range policy questions and on direct service to the public.



Industrial Training Branch gives guidance to instructors on teaching trades in provincial correctional institutions.

## Techniques to Train Young Offenders



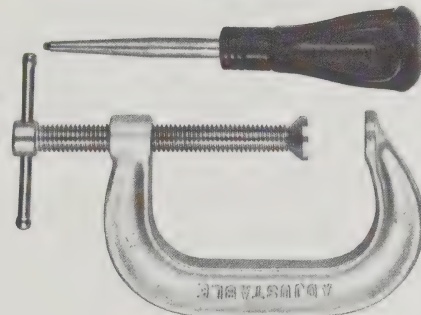
The Industrial Training Branch has advanced its training techniques into a new field of endeavour: provincial correctional institutions.

Early this year, the Department of Correctional Services approached the Department of Labour with a view to integrating their training programs for young offenders more closely with existing programs for purposes of accreditation. Concerned with the relevance of their training programs with labour market demands, the Correctional Services officers were interested in further developing their industrial training.

At their request, J.D. Swerdfeger, a training officer from the Curriculum and Standards Section of the Industrial Training Branch, conducted a three-day seminar at Monteith Training Centre near Timmins in April. The course was given to the trade instructors from two provincial institutions: the Ontario Training Centres at Rideau (near Ottawa) and Monteith.

"We have 158 certified teachers for academic subjects and 40 trades instructors in correctional institutions throughout Ontario", says Mr. A. Douglas Mackey, Director of Education for the Department of Correctional Services. "Our problem was that although the trade instructors were highly skilled in their own trades they had no in-depth training in teaching their trades".

Monteith Training Centre, taking offenders from the north of the Province, offers the trades of bricklaying, carpentry, small-motor mechanics and oxyacetylene welding. Aca-



demie teachers instruct in Grades 1 through 10. Psychological services are provided by staff from Guelph Reformatory.

Rideau Training Centre accommodates those from the north-eastern area of the Province, who receive academic training to Grade 10 and trades training in carpentry, bricklaying and welding. Psychological services are provided on a part-time basis.

Out of 124 offenders committed to Monteith Training Centre in 1969, only four had a previous sentence. At Rideau, one out of 99.

Both institutions have industrial farms as well as training centres. The work activities include a tailor shop, cookery, mixed farming, hog-raising, dairying and reforestation.

Beginning with the idea that a person learns to teach by teaching, Mr. Swerdfeger arranged his material to involve maximum participation: each man was given a practice-teaching assignment and Mr. Swerdfeger then led a 20-minute critique of the teaching methods just used.

"These trade instructors were very good at teaching the basics of their occupations, such as bricklaying or carpentry or whatever", he said. "But there were teaching problems common to all. Because of their experience they tended to assume the student had knowledge he didn't have and jumped from step one to step five in an operation without explaining the steps in between.

"Many were prone to verbose descriptions and needed to develop a more succinct approach so as not to lose the students' interest in the first few minutes.

"And, again because of their own skill in their trades, they assumed students absorbed the necessary skills and knowledge in the first lesson. I showed them that by summarizing the material at the end of a class and asking questions, they solidified the lesson in the students' minds before they went to apply the techniques in the shop.

"Frankly I was doubtful that we could accomplish meaningful results in instructional technique in so short a time", Mr. Swerdfeger said. "But after my experience at Monteith, I am now an enthusiastic convert to this type of short seminar".

The training officer was impressed with the shop facilities provided by the institutions for the training of prisoners. Divided into two areas, one for classroom instruction and the other for practical work, the shops contain modern equipment and training aids such as a model of a house students were building and a good supply of spare parts for the motor vehicle training. The lay-out of the training area allows instructors to go straight from the classroom to the shop to demonstrate immediately the theory they have just taught.

The first training centre was established at Brampton in 1947. The concept of the training centre consisted of placing the youth who was free of serious personality problems in an open setting, which would emphasize the values and rewards of self-responsibility; this social setting to be coupled with training of an academic and



vocational nature. The Brampton program has proved highly successful over the years and was extended first to Burtch Training Centre, which was established particularly to deal with slow learners.

In recent years training centres have also been established at Thunder Bay, Monteith and Rideau. Each has accommodation for 60 youths under the age of 18 or between 18 and 25 who are serving their first term of imprisonment. Generally, the students attend school for half of each day, spending the other half in the vocational training shops under the guidance of teachers or trade instructors skilled not only in a particular trade but also in working with the young offender.

### Incentive Allowance

In addition, under the new Temporary Absence Program, selected students take academic or vocational training in the community in secondary schools, community colleges, universities, or manpower training courses. Working arrangements exist between the Department of Correctional Services and the Department of Labour for continuance of apprenticeship, and with the Federal Department of Manpower and Immigration for additional training or job placement.

In May, 1969 the Department of Correctional Services initiated a program to provide an Incentive Allowance for all inmates in reformatories, training centres, clinics, forestry camps and industrial farms under the jurisdiction of the Department. The allowance is divided into a spending allowance and a compulsory savings allowance. The allowance increases from Grade 1 to Grade 4 in accordance with the inmate's progress, his conduct, industry and attitude within the institution. All inmates, whether carrying out a work assignment, attending academic or vocational training or involved in a treatment program, are eligible for the allowance.

The spending portion is available for purchase (at the institution canteen) of tobacco, confections or sundries. The savings portion, which can amount to \$100 in a year, is turned over to the inmate on his release. The allowance and its attendant

grading helps motivate an inmate towards a more purposeful participation in the rehabilitation program as well as encouraging a certain amount of decision making.

Each adult male offender sentenced to serve a term of imprisonment under the jurisdiction of the Department of Correctional Services is assessed initially in terms of his needs. A common characteristic of offenders is their lack of academic achievement and specific trade skills — institutionalization often provides the means whereby this group of adults can receive training suited to their particular abilities.

Several factors have to be considered in reaching the decision as to which institution the inmate will be first assigned. Among these factors are his age, his criminal record, the area of the Province in which he resided, the factors contributing to his anti-social behaviour and his rehabilitative potential.

In 1969 there were 1,351 males between 21 and 24 years of age committed to adult institutions. The most common offences for which inmates were committed to Ontario



reformatories, industrial farms and training centres were assault/wounding, breaking and entering, theft and attempted theft, and drunkenness.

Psychologists and psychometrists are on staff in most adult institutions. Great stress is laid by the psychologist in the institutions on initial testing, evaluation and assessment for classification and subsequent allocation to a particular institution or camp, or for referral and transfer of selected cases to more specialized institutions such as the Neuropsychiatric Clinic at Guelph.

In Ontario an adult offender is one who has passed his 16th birthday. The adult male offender population comprises a heterogeneous group, covering a wide age range, and presenting a spectrum of

personality types and problems. Many different types of correctional facilities have been developed to accommodate the needs of such a diverse population: a psychiatric diagnostic centre, treatment clinics, educational and trades training facilities, industrial training in institutions ranging from maximum security at Millbrook to the completely open setting of the forestry camps.

### Under Modern Conditions

The work provided in industrial shops in institutions is designed to provide inmates with the opportunity to become accustomed to working under modern industrial conditions. The institutions try to reflect the conditions under which a man might work in the community as nearly as possible and at the same time provide treatment and rehabilitative programs, to bring about behaviour and attitude changes.

"Useful work is an important aspect of rehabilitation in a correctional institution; the training involved helps to develop the inmates' abilities and work habits", says Mr. Mackey. "Such training is invaluable



to the offender in obtaining employment upon his release. Every effort is made in Ontario's institutions to plan a realistic work week for each inmate."

With the co-operation between the two government departments, Labour and Correctional Services, youthful offenders are being given modern training to help equip them for a useful life when they return to the labour force.

# People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## Joint Program on Nuclear Project

The Ontario Department of Labour, the Quebec Department of Labour, Atomic Energy of Canada Ltd., Ontario Hydro and the Atomic Energy Control Board have collaborated this summer in a joint program to control the quality of the equipment being produced for the nuclear power station in Bruce, Ontario. The Nuclear Centre, when completed, will be one of the largest in the world.

## New Safety Council Member

Mr. W.W. Tiller, an executive of the International Brotherhood of Teamsters, has succeeded Mr. I.M. (Casey) Dodds on the Labour Safety Council of Ontario. Mr. Dodds recently retired as Canadian Director of the Teamsters Union.

## Appointments

Mr. F.V. Boscariol, of the Department's Legal Branch, has been appointed a vice-chairman of the Ontario Labour Relations Board. Mr. Boscariol, who obtained his Bachelor of Laws degree at Dalhousie University in 1964, was called to the Bar in 1966. Before joining the Department of Labour in 1968, he had considerable experience in labour relations in private industry, including arbitration, grievances and general collective agreement administration.

The Ontario Human Rights Commission has enlarged its field staff to handle an increasing work load.

Robert McPhee is now Chief of Field Services, responsible for overseeing the operation of the Commission's four regional offices. He returned to the Commission after one year as special assistant to Federal

Cabinet Minister Robert Andras. Between 1966 and 1968, Mr. McPhee headed the Commission's Thunder Bay office.

Other new staff members are: Ian Hunter, Commission representative for the Eastern regional office in Ottawa; Jerry Meadows, Julie Javor and Mark Nakamura (Toronto region); Willie John, Cuyler Cotton and Ruth Tracy (Northern region); Friedrick Haussmann (Eastern region); Marvin Gandall, education officer in Toronto, and Harold Attin, Age Discrimination Division, Toronto.

Mr. T.G.H. (Ted) McKibbin, P.Eng., has been appointed to the new post of administrator, field services in the Industrial Safety Branch. Formerly the senior municipal engineer for the Manitoba Water Supply Board, Mr. McKibbin has had considerable experience with consulting engineering firms in Halifax and Winnipeg.

## Move to Sudbury

Mr. Ivan Stairs, manager of the northern region for the Industrial Safety Branch, is now supervising operations from the Sudbury District Office. He was formerly located in Thunder Bay, where two officers have remained. Mr. Stairs' move to the more central location was made to facilitate operations with the field staff in northern Ontario.

# View from the House

This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.

## Gas Distribution Regulations

New regulations to control the distribution of natural gas are being developed by the Department of Labour and will set more uniform guidelines for the industry. It will be administered by the Energy Branch of the Safety and Technical Services Division of the Department.

Formerly part of the Energy and Resources Management Department, the Energy Branch was transferred to the Labour Department on June 26 and has the responsibility for administering all provisions of The Energy Act, 1964 that relate to the safety of persons and property in the transmission, distribution and utilization of natural gas, oil and propane fuels. It also administers The Gasoline Handling Act which controls the transportation, bulk storage and handling of gasoline. Through its Energy Studies Section, the Branch conducts studies on future trends in fuel technology and assesses the implications of future energy supply and demand in the Province.

As part of the Safety and Technical Services Division of the Department of Labour, the Branch is primarily concerned with the safety of people in an area that includes the expanding usage of hydro-carbon fuels in the Province. It develops, issues and administers safety codes for the fuel industry and for the public.

An important function of the branch is the training of industry personnel and education of the public in fuels safety.

Established in 1964, the Branch operated three sections: petroleum resources, fuels safety and energy studies. With the amendment to The Energy Act, it was fragmented into two parts, with the Fuels Safety and part of Energy Studies Section being turned over to the Department of Labour.

Mr. Herbert T. Jones, P.Eng., Director of the Energy Branch, heads up the branch

with its staff of 61 employees. Thirty-six of these employees are inspectors scattered throughout the five regions of Ontario.

The job of inspecting the transmission and distribution of gas and oil throughout Ontario's 20,000 miles of pipeline and the thousands of service distribution points is so extensive that the industry must handle part of the load. Transmitters and handlers of fuel are licensed and training programs for the industry have been established for the men who handle and work with gas, petroleum fuels and fuel appliances.

Monitoring inspections are conducted by the Branch to ensure that safety standards are maintained.

## Legislation Administered

The Energy Branch of the Safety and Technical Services Division administers The Energy Act and The Gasoline Handling Act, and the following regulations: the Gas Utilization Code; the Propane Storage, Handling and Utilization Code; the Fuel Oil Code (used in conjunction with CSA B139-1962); the Gasoline Handling Code.

Postes CANADA Postage
8c.
No. 8417
TORONTO



# Task





# Task



Hon. Dalton Bales, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

H.Y. Yoneyama  
*Executive Director,  
Safety and Technical Services*

M.K. Dibble  
*Executive Director,  
Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

4	The Final Plateau
9	Statistics and Review
13	Department Branches into Home Safety
15	Building Code for Ontario
19	People and Events
19	View from the House
20	150 Years of Service



Inside cover: Michael Semak

Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

One of the most significant developments in our society has been the introduction of retirement, on pension, for all workers. Ideally, retirement should be a period of well-deserved contentment, satisfaction and freedom from financial worries. But the experts warn that too many people come to retirement with no preparation, no idea of what to expect and no plans for making the best use of their leisure years. In this issue, the last article in a series on the older worker examines attitudes and roles as they affect the retiring worker.



# Problems of the Older Worker

## Part 3

# The Final Plateau

"In the short span of 20 years retired people have become a major class in American society, to which cohorts are added by the thousands each year and at increasingly younger ages . . ."

"For many men who have devoted all their life to work there is nothing to substitute for it once it is taken away from them . . ."

"I worried a lot for three or four years before my retirement—I didn't know what it would do to me . . ."

"Many older workers are reluctant to retire. They are capable of working, they want to go on working and they feel that their age by the calendar is not a measure of their ability . . ."

"Retirement from active productive living should be by choice and not by the compulsion of age . . ."

"Retirement is something for which people should be trained, just as they are for all other activities of their active life . . ."

"To enhance the quality of life in old age, society must either provide more training for leisure in middle life or more opportunity for continued employment in late life . . ."

**Some workers look forward to retirement eagerly; others dread it as the end of their active role in society. The last article in this series examines the need for pre-retirement education and preparation for what should be a new and purposeful phase of life.**

These are some recent thoughts of psychologists, gerontologists, social workers, business men and old people on what has been described as the "final plateau" of a worker's life. In the past decade there has been growing interest and concern over all aspects of aging and the complex problems posed by retirement.

There is increasing awareness of the paradox that while life expectancy has been greatly extended (in the United States alone there are 20 million men and women aged 65 or over), the trend is toward earlier and earlier retirement, with compulsory retirement at 65 or 60 now the general rule.

The controversy over compulsory versus voluntary retirement has gone on for some time. The arguments in favour of automatic retirement at a fixed age state that it is the only non-discriminatory method; that it is necessary in order to open up promotion opportunities for younger workers; that it is an essential base for operating a successful pension plan; that after 40 or more years of monotonous routine or jobs involving hard physical labour, workers are entitled to a well-earned rest and that it is in their best interest to retire.

Those opposed to compulsory retirement argue that aging is a highly individual process and that any method based on chronological age fails to distinguish between those who are capable and willing to go on working and those whose abilities have been impaired; that it is a waste of valuable experience and skill; that it causes unnecessary hardship to those who, for financial reasons, must continue working and those who want to remain in active production.

Whatever the ultimate outcome, there is a general consensus of opinion that the worker who retires at 65 has the prospect of a further 15 years of life and that it is important for his sake and for society that this phase is spent productively and does not become a time of loneliness, frustration and dependence.

The whole question would seem to entail two basic considerations. The first is the individual's difficulties in coming to terms with the fact of retirement itself and the disruption of a life-long routine. The development of pension planning has been an important factor in relieving older workers of some of the anxiety about financial security in retirement. But the specialists in the field are agreed that it is not enough just to have enough money to live on—a man must continue to have something worth while to do so that he is not stripped of his role in the community.

It is also generally agreed that people who are well-educated and well-adjusted are able to deal satisfactorily with the transition to retirement and that those who work in low-paid and machine-dominated jobs look forward to the end of this phase of their working lives. But a large proportion of older people have no desire to go into compulsory retirement. The second consideration involves those who are able to work, need to work and want to work and are caught up against their will in the process of retirement (it is estimated that in the US alone one and a half to two million men and women over the age of 65 are capable of part-time or full-time employment if employment were only available to them).

Ideally, retirement can and should be "a period of well-deserved contentment, satisfaction and freedom from financial worries", according to Mr. H. L. Douse, Chief of the Section on Older Workers, Manpower Utilization Branch of the Canada Department of Manpower and Immigration.

"This does not necessarily mean a time of inactivity, except for those who are most content when they are not active. It should be a time when the person who has been promoted to the plateau of freedom from the responsibilities and pressures of the working world can make a choice between increased activity or inactivity."

A question of growing concern to gerontologists and sociologists as well as

government and private agencies is what opportunities exist for those who want to continue working after the age of normal retirement and what ways and means can be developed to make this possible, using the skills and experience of older workers without endangering efficiency or blocking the flow of promotion for younger workers. Has the organizational machinery that goes hand in hand with technological advancement become so inflexible that the individual needs of people have to be sacrificed or can the system be adapted as more becomes known about those needs?

frequent rest pauses. Often a simple change in working conditions or techniques, such as adjusting the height of a bench lathe or modifying the hand-grip of a pair of pliers, eliminating excessive glare or noise, may significantly alter the amount of fatigue produced by repetitive jobs and allow an older worker to remain productive.

An example of how a simple change in job design can make a great difference in work strain is the case of a 65-year-old engine inspector who had to stand at his work and bend low several times every hour. Because of age mutation in his back and

technical developments may release workers from the drudgery of heavy physical work, they can create for the older worker more problems than they solve.

K.F.H. Murrell, a leading researcher in the subject, also emphasizes the need for a measure of retraining of workers to make the most effective use of ergonomics. "It is no use pushing ahead with alterations and leaving the operative to get on as best he can – rather, changes should be made in the light of knowledge of those changes which can be made tolerable by a carefully planned program of retraining".



### Reducing Strain

In a number of countries attempts are being made, with occupational analysis and job evaluation and adjustment, to enable workers to continue in employment for as long as they are capable and willing. One such method is ergonomics, which involves a re-design of a job to make it possible for the worker to continue at his original work by reducing strain to a minimum and thus maximizing his potential. It attempts to "fit the job to the man".

Among the special problems which older workers may encounter is that they find it more difficult to work at a fixed pace than younger people, they are not able to tolerate heat and cold so well, their vision and hearing deteriorates, they need more

legs, he found the work too much of a strain and had to give it up. As an experiment, job re-design was carried out and the support of his work table was lowered so that he could work in a seated position with normal distance – as a result, this man continued to work for seven more years with full productive capacity.

Experts in the field warn, however, that job re-design must go hand in hand with careful checks to determine whether the changes are really helpful to the workers concerned or whether the demands put on them are merely of a different kind. It has been found that though common sense indicates that increased mechanization and automation should be to the older worker's advantage, this is not always so. While

There are contradictory views on the value of retraining older workers and it has been widely held that older people are unable to learn new ways or adapt to change. There is, however, growing evidence from research around the world that, while in some older people there is a decline in the ability to memorize and recall new information, training techniques geared to their needs can overcome any special difficulties experienced by older workers.

Exhaustive testing at the Duke University Center for the Study of Aging and Human Development shows that the elderly need more time than younger people because responses are apparently slowed down by anxiety – an older person's goal is less to achieve success than to avoid failure.



Studies carried out in the United States on the integration of older workers into re-training programs reveal the importance of counselling such workers, not only to assess their abilities but to allay the apprehensions about training which many older workers may fear or resist because of its novelty or unfamiliarity.

Mr. R.A. Wooland, manager, industrial relations of the Lufkin Rule Co. of Canada, Ltd., believes that it is not biological age but "the time span of stagnation" which results in the myth that older workers are less adaptable to change.

"I feel that we confuse age with 'time span'. Let's suppose that by some occult process a man ceased to age beyond, say, 30 years and remained with the same employer. In 20 years' time (still aged 30) I suspect that he would have acquired the same characteristics of obsolescence as he would had his age actually advanced to 50 or more".

Mr. Wooland believes that management actually helps create "human obsolescence" by permitting a worker to become isolated from the academic, business and technological world outside his own company and particular job. By the same token, management can help prevent this isolation by encouraging workers to attend night school classes and seminars, and providing in-plant instruction.

### Learning Habit

There is also increasing evidence that it is a lack of general education, or the fact that the habit of learning was last used 30 or 40 years ago, which presents the most serious handicap to the older worker in relation to retraining. Therefore a need seems to exist to encourage workers, young and old, to improve the level of their basic education. Such an upgrading project has been carried out jointly for several years by a group of Toronto industrial firms.

The program was started in 1964 by Philips Electronics Industries Ltd. in Canada. In co-operation with the Federal Department of Labour, the Ontario Department of Education and two other companies, they started classes for workers who wanted to complete Grades 9 to 12 of their schooling. Today six companies, employing between 2,000 and 3,000 workers, participate in the scheme.

The program is open to workers of all ages on a voluntary basis and those taking part attend classes from 4 to 6 p.m. on five days a week. They are paid full wages for the time they have to miss leaving work early to get to class. Two school portables have been erected on the Leaside premises

of Philips and the Department of Education pays the salaries of the teachers who give instruction in English, mathematics and science. Around 40 workers have enrolled each year and there have been six graduating classes since the project was started. The drop-out rate among participants is negligible.

"We made no promises that those who took the course would get better jobs", says Mr. F.K. Richan, vice-president, industrial relations at Philips. "The aim of the project was to help workers upgrade their basic education so that they would be in a position to benefit from retraining at a later stage. In fact, a number of those who have graduated have been promoted and others have found better jobs".

Although the course was not designed with any age group in mind, it is a matter of concern that at present most of those taking advantage are younger workers in their 20s and that very few older workers enrol.

"We believe the reason why workers in their 40s and 50s are reluctant to take advantage of this course is lack of confidence and fear of failure", says Mr. Richan. "Many of them may not have studied for 30 years or more and they are timid to try getting back into the learning habit.

"This is a pity, because I'm sure it could be of particular benefit to older people. We have found that most workers who go through the course develop a thirst for further learning, they want to go on studying, they want to broaden their interests, they develop a liking for reading. This is just the sort of stimulus which would help older workers in preparation for retirement. We are now thinking about ways of trying harder to encourage our older workers to take the course".

### Work for Pensioners

In Holland the parent company of Philips pioneered another type of approach in providing workers over 65 with earning opportunities and a way to remain productive. In 1959 the company set up a workshop that offered part-time jobs to retired employees. The enterprise, run as an entirely separate company, makes teaching models of machinery and in 1968 its annual turnover had risen to around \$150,000 with a net profit of some \$75,000.

At present about 250 pensioners are employed at the workshop. The average age of the workers is 70 – the oldest is over 80 and a dozen are 75. They pace themselves, working a three-hour shift, and are paid according to their abilities. A measure of the venture's success is that after ten

years in operation more than 40 of the original hundred pensioners were still working.

"The need for such schemes, for such organizations as the pensioners' workshops, is emphasized by geriatric research which has proved beyond doubt that there is inter-relationship between the physical and psychological condition of the elderly", according to Professor F.M. Roeterink, himself a retired Philips employee and former manager of the workshop.

"There is no use building beautiful apartment blocks for the elderly unless you provide them with the opportunity to put their extended life expectancy to a meaningful purpose".

The idea of workshops and similar projects run on a commercial basis, but staffed exclusively by pensioners, is spreading through Europe and in Great Britain a number of firms have developed successful schemes for their former employees to continue work after normal retirement.

There has not been much development of such special projects in Canada, but here, as elsewhere in the world, increasing thought is being devoted to the whole question of retirement and to attitudes and roles as these affect the retiring worker.

### Importance of Preparation

Attention became more sharply focused on the problem in 1966, when the first Canadian Conference on Aging was held in Toronto, and the Report of the Special Committee of the Senate on Aging was published. Both the conference and the committee called for studies on retirement and for the establishment of programs, involving management, labour, government and voluntary agencies, to counsel and prepare people for retirement. Since then, an increasing amount of literature on the subject is appearing, many government and voluntary agencies have set up sections dealing with education for retirement and education authorities have established or are considering pre-retirement courses.

The importance which is attached to preparation for retirement by workers in the field of geriatrics was emphasized in a number of papers presented at the 23rd annual meeting of the Gerontological Society, which was held in Toronto from October 21 to 24. The Society, which came into being in 1945 to promote the scientific study of aging and to advance the utilization of research in the development of public policy, has a membership of over 4,000 and includes scientists, social workers and others interested in the problems of aging. Most of them are in the United States, but there are members in many countries around the world, including



Chile, India, Italy, the Netherlands, Japan and Hungary.

It was the first time that the annual meeting was held in Canada. Over 700 delegates attended and papers were presented to report progress in the biological sciences, clinical medicine, psychological and social sciences and social welfare.

Dr. Abraham Monk, of the State University of New York School of Social Welfare, reported the findings of a study on the preparation for retirement by a group of well-functioning administrative and professional men aged between 50 and 59. It was found that, rather than planning for it, the subjects in the chosen group gave all indications of denying retirement and preparation for it as if it were a stigma and an insult to their self-esteem.

Among answers recorded during the study were remarks such as "I could not retire . . . I am too active, my urge to be useful is too strong . . . nobody retires from life unless he is dead . . ."

"The American industrial society, which provides role models for practically all stages of the life cycle, has failed so far to generate satisfying options for the years that follow the institutionalized event of retirement", said Dr. Monk.

"For many men who have devoted all their life to work there is nothing to substitute for it once it is taken away from them. This applies very specially to the executives and professionals, usually described as 'doers'.

"Therefore, if retirement constitutes a complex problem area, its alleged trauma can only be lessened through some form of systematic anticipation".

### Use of Leisure Time

"Ours is a work-oriented and not a leisure-oriented culture and individuals now in their middle age will arrive in old age essentially unprepared for the meaningful utilization of large amounts of free time", said Dr. Eric Pfeiffer, Associate Professor of Psychiatry at Duke University, North Carolina. He presented a paper to the conference on research into the use of leisure time in middle life, carried out by Duke University's Center for the Study of Aging and Human Development.

The research is part of a larger longitudinal study of middle and old age, which is following 500 men and women aged 45 to 69 for a period of six years and seeks to determine some of the social, psychological and physical determinants of adaptation in this age range.

Dr. Pfeiffer reported that the majority of the subjects questioned would still work

even if they didn't have to (85 per cent); that they derived greater satisfaction from their work than from their leisure activities; that only a small percentage felt they did not have enough free time; and that subjects who were employed or engaged in business had experienced fun more recently than non-working subjects.

"In order to avoid serious degrees of dissatisfaction in old age, our society must provide either more training for leisure in middle age or more opportunity for continued employment in old age. Or we must create a more even distribution of both work and leisure over the life span.

"Perhaps a combination of education for leisure and flexible retirement policies might work best in the US. One possible way of accomplishing this would be to increase vacation time after 50 or 55 by two weeks each succeeding year.

"Part-time or part-year work might then be continued past the so-called retirement age to the extent an individual wished or was able to work. In the process, individuals might *gradually* learn to use increasing amounts of free time meaningfully and enjoyably".

(Writing in the *Globe and Mail* on June 12, Wilfred List reported signs that unions were beginning to introduce into their contracts sabbatical or extended vacation clauses, vacation bonus clauses and provisions for easing workers into retirement. Such provisions, which are featured in collective agreements in the pulp and paper industry in Central and Eastern Canada and in some agreements in the steel industry, tie extra vacations into preparation for retirement by providing an extra week's vacation at the age of 60, after 25 years of service. The vacation period is increased annually until the employee receives five extra weeks at the age of 65).

Canada's own long-term study on aging has now reached the half way mark and has already gathered a great deal of material of interest to sociologists and psychologists. Directed by Lawrence Crawford, Director of the Homes for the Aged, Office on Aging Branch of Ontario's Social and Family Services, and supervised by Jean Matlow of the Office on Aging, the study began in 1959 with a sampling of 2,000 men of 45, ranging from labourers and skilled workers to teachers and lawyers. It will continue until the survivors reach 65 in 1979, and is expected to provide a penetrating and comprehensive record of what happens to a man and his family from the time he reaches middle age until he faces retirement.

Each year the participants answer a questionnaire and interviews are carried out

by field workers centred in 19 Ontario communities. The purpose of the project is to evaluate over the years the socio-economic and health changes that accompany aging; the ways adjustments are made to alterations in the manner of living; and the effectiveness of all services (current and contemplated) for aging persons.

While no thorough analysis can yet be given, interesting patterns are already evident, as reported in *The Ontario Psychologist* earlier this year. For instance, it appears that the higher the income and the greater the level of education of participants, the more eagerly retirement is anticipated. Primary workers (farmers, miners, etc.) differ significantly from other groups in their attitudes: only 20.7 per cent look forward to retirement, while 41.5 per cent of white-collar workers welcome the prospect.

Many men in the study do not approve of arbitrary retirement at all, but because they work at jobs that have a set compulsory retirement age of 60 or 65 they are forced to face the problem. They cite as the most disagreeable aspects of retirement: not meeting people at work (77.6 per cent); having no daily routine to follow (64.8 per cent); having too much free time (71.7 per cent); having to stay at home too much (59.1 per cent).

### Positive Adjustment

"So many people come to retirement with no preparation, no idea of what to expect and no plans for what to do with their leisure", says Jack L. Lerette, of Toronto, president of the National Pensioners and Senior Citizens Federation, which was founded 25 years ago and has hundreds of thousands of members across Canada. He is also serving his eleventh term as president of the United Senior Citizens of Ontario, which started in 1956 and has some 70,000 members.

"From my experience with senior citizens, I can say that the ones who make some preparation before they retire are the happiest. People who don't use their minds and their physical capabilities when they stop work deteriorate faster than those who have some interest. I've seen people just disintegrate and die within three years".

Mr. Lerette knows at first hand what he is talking about. Now 77, he retired at 65 in 1958. After working for Goodyear he spent 13 years on the staff of the United Rubber Workers of America, the last five years as Canadian Director of Research and Education. He confesses that for three or four years before his compulsory retirement

he worried – “I didn’t know what it would do to me”.

Now he spends up to 12 hours a day serving the interests and welfare of other retired people. The two organizations of which he is president exist to work for financial betterment for pensioners, to form social clubs, to guide older people and assist them in using their leisure.

Mr. Lerette has no quarrel with compulsory retirement. He views it as a fact of life, here to stay, and in the best interests of the workers in most cases. But he believes that people should learn to adjust to retirement positively and that they should be given help in making preparations for what is in effect a new phase of life.

“A change of attitude towards retirement is necessary”, he says. “If only workers would face up to the inevitable fact, in good time, that they will have to retire at 60 or 65 they are less likely to end up watching television for 12 hours a day or looking at the four walls.

“Preparation should start in the 50s. People should find out what their pension will do for them and what kind of standard of living they can afford. They should make provision for living and health care arrangements. And above all they should begin to develop some real outside interests, such as part-time work or hobbies or joining clubs, which will keep them in contact with the community after retirement”.

### Pre-retirement Education

He believes employers can help ease the transition by providing guidance and encouragement, in the form of educational courses, to stimulate the development of leisure interests and planning during the last few working years. But he thinks that, to be successful, such programs must be geared to the special needs and attitudes of older workers. Courses would have to be organized during working time – “most older workers are pretty tired at the end of the day and wouldn’t bother to take advantage of courses run at night”.

Although research into the problems of aging and retirement have gone on for some time, the development of systematic programs of pre-retirement education for workers is a recent one. It is perhaps most comprehensive in Great Britain, where the National Old Peoples’ Welfare Council has organized a network of committees and councils to promote the creation of programs on company time and on company premises.

In Scotland, the Retirement Council of Glasgow organizes a “day release” scheme in which a number of companies participate.

Workers approaching retirement are released from their jobs for a day a week for seven weeks to attend lectures at a college and discuss their plans for retirement.

In North America, industry’s approach to preparing workers for retirement is confined largely to individual counselling, explanation of pension provisions and, in the case of a worker who requests guidance, a number of interviews to discuss specific problems. However, there are indications that more companies are beginning to introduce the group-discussion type of program in which several aspects of retirement in addition to income may be covered by lectures and an exchange of views.

Chrysler was one of the pioneers in this field with a program jointly sponsored and run by management and the United Auto Workers and in the past seven years more than 6,500 older workers in the US and Canada have participated. Workers and their spouses attend six two-hour group meetings at which health, legal and housing aspects, as well as leisure activities and other problems faced by retirees are discussed.

Doctors and lawyers and other experts are there to give advice and participants are encouraged to talk over their worries.

The basic course and program was provided by Dr. Woodrow Hunter, of the Department of Gerontology at the University of Michigan, where the first educational program for older people was conducted in 1948. The pioneering programs started at the University of Michigan and a few years later at the University of Chicago gave impetus to the development of pre-retirement projects by other American universities, adult education departments, church and other associations.

In Ontario, the Office on Aging of the Department of Social and Family Services drew up a night school course on preparation for retirement a few years ago in collaboration with the Toronto Board of Education. The course, consisting of 24 weekly lecture and question sessions conducted by experts in the field, started at Northern Secondary School in 1966. Since then there has been an annual enrolment of around 40 people.

In 1969 a course based on group discussion was presented at Eastern High School of Commerce and was so successful that this year a second course was started there for “graduates” from the two schools who wished to continue. Several community colleges have expressed interest in these projects.

### Mental Stimulus

But however the concept is expressed or what measures are suggested, there is agreement that preparation plays a vital role in helping people adjust to retirement and that lack of interests and mental stimulus in retirement can cause alienation from the community, despair and rapid deterioration.

There is growing recognition of the need to look on education not just as a means of getting a job but as a continuing process necessary for all stages of life. It can be of great assistance both to workers who want to remain in employment after retirement and those looking for ways to use their new leisure time purposefully.

Dr. James B. Stroud, of the State University of Iowa, states that we “should combat like the plague” the notion that the older person is too old to learn. And Dr. James Birren, of the University of California, an authority in the field of gerontology, claims that learning or mental activity is more important to successful living in old age than even housing or income.

Dr. Donald K. Grant, Director of Medical Services for Ontario Hydro, in recommending a well-organized program for second careers, says “we must develop a new concept of leisure and anoint it with some of the dignity that many ascribe only to work – there is a need to educate our people from an early age that there are other occupations or avocations than organized industrial work which are worth while, rewarding and productive in our community and social system”.

To sum up in the words of Dr. Robert Butler, Washington psychiatrist: “Perhaps the greatest danger in life is being frozen into a role that limits one’s self-expression and development. We need Middle Starts and Late Starts as well as Head Starts”.



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 19



### C1

**Volume of conciliation activity, Ontario Department of Labour  
August and September, 1969 and 1970**

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In Process</i>						
Pending July 31	325	275	365	313	75,176	30,927
Referred During Period	210	320	234	340	44,327	28,843
<b>Total</b>	<b>535</b>	<b>595</b>	<b>599</b>	<b>653</b>	<b>119,503</b>	<b>59,770</b>
<i>Disposed of</i>						
Settled by Officer	143	115	152	138	21,071	8,645
Referred to Conciliation Boards	—	3	—	3	—	344
No Boards	166	108	193	125	66,135	16,942
Lapsed	4	3	8	3	499	26
Mediator	—	—	—	—	—	—
<b>Total</b>	<b>313</b>	<b>229</b>	<b>353</b>	<b>269</b>	<b>87,705</b>	<b>25,957</b>
<b>Pending September 30</b>	<b>222</b>	<b>366</b>	<b>246</b>	<b>384</b>	<b>31,798</b>	<b>33,813</b>

### Conciliation Board Stage

<i>In Process</i>						
Pending July 31	1	11	1	13	100	2,212
Referred During Period	—	3	—	3	—	344
<b>Total</b>	<b>1</b>	<b>14</b>	<b>1</b>	<b>16</b>	<b>100</b>	<b>2,556</b>
<i>Disposed of</i>						
Settled prior to hearings	—	2	—	2	—	68
Settled during hearings	—	1	—	1	—	68
Board reported "no settlement"	—	4	—	5	—	875
<b>Total</b>	<b>—</b>	<b>7</b>	<b>—</b>	<b>8</b>	<b>—</b>	<b>1,011</b>
<b>Pending September 30</b>	<b>1</b>	<b>7</b>	<b>1</b>	<b>8</b>	<b>100</b>	<b>1,545</b>



**C2****Volume of conciliation activity, Ontario Department of Labour  
January to September, 1969 and 1970**

<b>Officer Stage</b>	<b>Disputes</b>		<b>Employers</b>		<b>Employees</b>	
	<b>1970</b>	<b>1969</b>	<b>1970</b>	<b>1969</b>	<b>1970</b>	<b>1969</b>
<i>In Process</i>						
Pending December 31	228	229	250	252	23,325	25,014
Referred During Period	1,552	1,327	1,870	1,761	245,725	211,680
<b>Total</b>	<b>1,780</b>	<b>1,556</b>	<b>2,120</b>	<b>2,013</b>	<b>269,050</b>	<b>236,694</b>
<i>Disposed of</i>						
Settled by Officer	592	529	646	663	75,933	49,859
Referred to Conciliation Boards	4	23	5	27	782	33,489
No Boards	939	630	1,191	930	157,877	118,332
Lapsed	22	8	30	9	2,357	1,201
Mediator	1	—	2	—	303	—
<b>Total</b>	<b>1,558</b>	<b>1,190</b>	<b>1,874</b>	<b>1,629</b>	<b>237,252</b>	<b>202,881</b>
<b>Pending September 30</b>	<b>222</b>	<b>366</b>	<b>246</b>	<b>384</b>	<b>31,798</b>	<b>33,813</b>
<b>Conciliation Board Stage</b>						
<i>In Process</i>						
Pending December 31	4	6	4	7	10,231	709
Referred During Period	4	23	5	27	782	33,489
<b>Total</b>	<b>8</b>	<b>29</b>	<b>9</b>	<b>34</b>	<b>11,013</b>	<b>34,198</b>
<i>Disposed of</i>						
Settled prior to hearings	—	2	—	2	—	68
Settled during hearings	1	6	1	7	150	904
Board reported "no settlement"	6	14	7	17	10,763	31,681
<b>Total</b>	<b>7</b>	<b>22</b>	<b>8</b>	<b>26</b>	<b>10,913</b>	<b>32,653</b>
<b>Pending September 30</b>	<b>1</b>	<b>7</b>	<b>1</b>	<b>8</b>	<b>100</b>	<b>1,545</b>

**LB 1**

**Number of cases dealt with monthly by the Ontario Labour Relations Board  
August and September, 1970**

Type of Case	Received					
	August		September		Total	
	1970	1969	1970	1969	1970	1969
Certification	50	84	92	99	142	183
Termination	3	3	9	1	12	4
Successor Status	1	1	2	—	3	1
Strike	5	6	5	—	10	6
Lockout	—	1	1	1	1	2
Prosecution	20	16	12	21	32	37
Section 65	9	24	6	15	15	39
Miscellaneous	9	6	13	7	22	13
<b>Total</b>	<b>97</b>	<b>141</b>	<b>140</b>	<b>144</b>	<b>237</b>	<b>285</b>

Type of Case	Disposed of					
	August		September		Total	
	1970	1968	1970	1969	1970	1969
Certification	91	84	85	92	176	176
Termination	7	4	3	5	10	9
Successor Status	2	1	—	—	2	1
Strike Unlawful	5	1	8	1	13	2
Lockout Unlawful	2	—	1	1	3	1
Prosecution	45	4	20	15	65	19
Section 65	11	19	11	17	22	36
Miscellaneous	10	7	15	7	25	14
<b>Total</b>	<b>173</b>	<b>120</b>	<b>143</b>	<b>138</b>	<b>316</b>	<b>258</b>

**LB 2**

**Number of cases dealt with by the Ontario Labour Relations Board  
April to September, 1970**

Type of Case	Number Received		Number Disposed of	
	1970	1969	1970	1969
Certification	564	555	622	543
Termination	48	24	44	25
Successor Status	3	6	7	19
Strike Unlawful	37	28	40	25
Lockout Unlawful	3	4	3	4
Prosecution	91	82	99	71
Section 65	78	98	78	93
Miscellaneous	57	42	63	55
<b>Total</b>	<b>881</b>	<b>839</b>	<b>956</b>	<b>835</b>

**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year(1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1st	2nd
							Quarter	Quarter
							1970-71	1970-71
Active apprentices at end of period								
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	16,230	15,521
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,606	2,561
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,836</b>	<b>18,088</b>
Registrations during the period								
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	969	1,089
In non-regulated trades	948	838	1,551	1,136	876	1,164	249	282
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,451</b>	<b>6,400</b>	<b>7,009</b>	<b>1,218</b>	<b>1,371</b>

(1) Fiscal year starts April 1, and ends March 31.

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1968, 1969 and 1970**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1968	1969	1970	1968	1969	1970	1968	1969	1970
January	437	511	571	68	103	136	505	614	707
February	380	485	378	124	70	106	504	555	484
March	360	416	577	73	58	122	433	474	699
April	425	419	335	73	97	75	498	516	410
May	387	392	337	101	62	94	488	454	431
June	359	427	297	94	63	80	453	490	377
July	273	363	387	40	75	62	313	438	449
August	436	446	256	41	63	36	477	509	292
September	566	485	446	49	59	184	615	544	630
October	515	648		73	113		588	761	
November	607	534		95	140		702	674	
December	544	605		79	128		623	733	

**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1970**

Month	In Training at End of Previous Month	Added During Month	Discontinued During Month	Completed During Month	In Training at End of Month
	Under OTA**	Under OTA**	Under OTA**	Under OTA**	Under OTA**
January	1,887	636	65	510	1,948
February	1,948	671	164	325	2,130
March	2,130	692	87	782	1,953
April	1,953	508	163	274	2,024
May	2,024	509	201	422	1,910
June	1,910	626	141	431	1,964
July	1,964	421	202	411	1,772
August	1,772	515	109	336	1,842
September	1,842	677	177	329	2,013

\*\*Occupational Training of Adults Act of 1967.



# Department Branches into Home Safety

The safety legislation of the Ontario Department of Labour has been concerned mainly with the safety of the worker in all types of labour situations. When the Department of Energy and Resources Management was reorganized this year, the Energy Branch was transferred to the Safety and Technical Services Division of the Department of Labour and, with its inclusion, the Department is now also concerned with the protection of householders in home situations and the general public.

There are three recurring problems in this area affecting householders and cottage owners. They involve the use of gasoline, pot-type oil burners, and propane-fired refrigerators.

Pot-type oil burners such as space heaters are used extensively by cottage owners and lower income householders and others who live in an area without electrical power. In hundreds of cottage throughout Ontario, propane-fired refrigerators keep food and drink cold throughout the heat of the summer.

Both these items are therefore useful and beneficial. But both are often not maintained in proper operating condition by their owners and, in such circumstances, may constitute a great hazard.

Along with the improper use of gasoline, propane-fired refrigerators and oil-fired

burners account for a number of deaths annually in the Province.

Since its inception, the Energy Branch has been aiming "to hold safe from injury or death, and to hold safe from damage the property of, the people of Ontario with respect to the hazards inherent with gas, propane, fuel oil and gasoline."

## Easily Prevented

As with the majority of accidents and fatalities arising from them, most could be easily prevented, according to Mr. L.C. West, Chief Engineer of the Energy Branch.

"In the case of refrigerators and oil burners, it is largely a matter of keeping them clean," says Mr. West. "An oil burner with clogged airports and burner pot will overflow and its flame will spread outside of the pot. A propane-fired refrigerator plugged with carbon, scale and soot produces carbon monoxide. A person with a dirty refrigerator is in danger of carbon monoxide poisoning."

Oil-fired burners such as wall furnaces and space heaters are a boon to lower-income families because of the low cost factor of running them. Because of this, it would be impractical to ban them. But the results of poor maintenance on this equipment are appalling.

A week before Christmas last year, an

overheated oil space heater was the cause of a fire which took the life of a seven-year-old boy, severely burned his father and destroyed their home and the house next door. Inspectors from the Energy Branch found evidence to indicate that although the heater was turned up to its highest setting, heat emanation from the heater was poor. This usually occurs when a burner is partially plugged. Some time during the night the obstruction cleared and the heater then overheated and ignited the adjacent wall. The inspectors also noted that the heater had been self-installed in addition to being self-serviced.

Experience with such tragedies as this has led Energy Branch officials to develop information pamphlets for public distribution. Included are explanations of how a pot-type burner operates and tips on how to light it safely. Using the word "cold" as a guide, the brochure lists the four most important items: "c" for cleaning, "o" for oil and its use, "l" for levelling the heater, and "d" for draft. Over 150,000 such pamphlets have been distributed through fuel oil dealers and the Retail Hardware Dealers Association.

Propane-fired refrigerators entered Canada from the United States. Originally used in the north-eastern states in the late 1940s and 1950s, particularly in New York State,

# FUEL

## Department Branches into Home Safety

the north-eastern states in the late 1940s and 1950s, particularly in New York State, thousands of these refrigerators were diverted to, and sold in, Ontario as the market pattern shifted away from their use in the former area. It is estimated that between 5,000 and 8,000 of these refrigerators are still in use throughout the Province.

Again, as with oil burners, propane-fired refrigerators are safe as long as they are kept clean. But one with a blocked flue passage or a burner improperly adjusted or partially plugged with scale or foreign matter can produce carbon monoxide in deadly quantities.

### At Summer Cottages

The majority of accidents involving such refrigerators takes place at summer cottages. This year a young mother and her two small children on vacation were temporarily incapacitated by carbon monoxide poisoning but a weekend fisherman in another part of Ontario was not so fortunate. His refrigerator produced the deadly gas while he was sleeping and he was not found in time to save him.

During the past two years, 80,000 pamphlets on the use and cleaning of propane-fired refrigerators have been made available to the public through propane distributors and the two outlets for the sale of reconditioned refrigerators. Although this type of model is no longer manufactured, the old ones are reconditioned and resold. They are inspected and renovated before resale and also when they are brought in by their owners to be overhauled. In a new leaflet prepared by the Department of Labour, clear diagrams and step-by-step methods show how to service the model. These leaflets are shipped with the refrigerator when it leaves the shop.

### Use of Gasoline

Last year, the careless use of gasoline resulted in nine accidents in which four persons were badly burned and property damage totalled \$169,000.

"There are two basics to remember when handling gasoline," says Mr. West. "Gasoline should never be used as a cleaner or solvent, and it should not be stored or

used in a building not specifically designated for such use."

One of the properties of gasoline is that it is highly volatile. If it is spilled or left sitting without a cover, or leaks from a container, it vaporizes and as a vapour, is very explosive. As long as there is not a radical change in temperature, gasoline remains volatile indefinitely; and unless a temperature of -45 degrees Fahrenheit or lower is reached, it can still ignite.

People with power boats and powered pleasure craft in general are often the victims of ignorance in the use of gasoline. When either piece of equipment is being put into storage, its tank must be drained in the open air. Nothing is gained by storage through winter because gasoline deteriorates in a few months and, if left in a vented tank, gums up a motor.

However, many accidents of a more common nature occur frequently. Gasoline is considered by some people to be useful to clean particularly dirty clothing, or work areas around the house such as garages. In Sudbury this summer a man and his three-year-old son suffered burns to 40 per cent of their bodies when ignition occurred of the vapour from a mixture of hot water and gasoline being used to wash work clothes.

### Safety Regulations

The foregoing is a partial representation of the areas of concern of the Energy Branch regarding public safety. In a broader context, The Energy Act and The Gasoline Handling Act set out in general and the associated regulations in particular the requirements to ensure that:

- The design and construction of hydro-carbon fuel-fired appliances, components and accessories are safe;
- The transmission, distribution and utilization of gas are done in a safe manner;
- The distribution, handling, storage and utilization of propane and fuel oil are done in a safe manner;
- The storage, transportation and dispensing of gasoline and associated products are done in a safe manner.

These objectives are achieved by developing, issuing and administering safety regulations for the hydrocarbon fuel industry and the public. Maintenance of safe operations and practices is achieved by inspection and licensing. Provision is made for accident investigation and prevention, and for prosecution in the event of violations. Gas fitters,

propane fitters, pipeline inspectors and oil burner mechanics are instructed, examined and certified.

In addition and as part of the safety program, the following are licensed and registered: natural gas transmitters; natural gas, propane and pipeline fuel oil distributors; heating appliance contractors; operators of bulk storage plants, service stations, wholesale outlets and vehicles transporting petroleum products.

### Education

Training of industry personnel and public safety education are also important aspects of this program.

"A significant proportion of our endeavours is directed towards preventative measures through the administering of these regulations with regard to the hydro-carbon fuels industries and combustion equipment manufacturers and users to ensure safety in design and practice.

"So, in effect, we are involved in all aspects of a complete cycle, from planning and design through to the ultimate use and service and beyond."

**The Department of Labour has been charged with the task of organizing and operating a code of uniform building standards that will apply throughout the Province.**

## Building Code for Ontario

Down through the ages one of the most consistent aspects of man's civilization has been his preoccupation with building and building to last. And as our ancestors learnt new ways and means to build, they established and developed ever more efficient standards to ensure that such building was sound and safe and in the people's interest.

But as the builders of the Tower of Babel demonstrated, a lack of agreement in interpretation can undo the best laid plans. In the modern world, the age-old concern for public safety and sound building practices has led to a rapid proliferation of rules and regulations to keep pace with the unprecedented development of new techniques and materials and this has frequently had the effect of slowing down progress or even of defeating its own objective.

Canada is no exception and as buildings have become more complex, so building regulations have become more comprehensive. In Ontario alone, more than 900 municipalities have the authority to pass and enforce their own building by-laws. Since communities across the country have developed from greatly differing origins and at different rates, it is not surprising that there have been wide variations in local building regulations, even between those of neighbouring municipalities. For some time there has been growing awareness of the need for eliminating these divergencies in the interest of efficiency and better service.

In Ontario, where it is estimated that building has become a four billion-dollar industry, the Department of Labour has now been charged with the task of organizing and operating a code of uniform building standards for the Province. In total, this will involve the drawing up of a suitable system which promotes uniformity of administration, uniformity of inspection and uniform building material specifications.

### **A Long Campaign**

It is the outcome of a long campaign carried out by interested individuals and major building organizations for the introduction of universal building standards.

Some 30 years ago the National Research Council of Canada decided, as a public service, to compile such a code. Since then several editions have appeared, the most recent being the National Building Code 1970. The Code, which with its associated documents is prepared by the Associate Committee on the National Building Code of the National Research Council, is an advisory volume only unless it is legally adopted for local use by a municipal council.

It is designed so that its terms of reference, based on minimum requirements for



structural safety and proper fire prevention measures, may be applied in every part of Canada. It allows for diversity of architectural style and for local conditions such as varying temperatures, winds, earthquake probability, soil types, snow loads and other factors which differ in various parts of the country.

Because building regulations are closely tied to the problems of fire prevention and protection, a National Fire Code was also drawn up by the National Research Council through its Associate Committee on the National Fire Code.

Throughout the 1960s architects, engineers, builders, contractors and associations concerned with construction advocated the general adoption of this National Building Code. However, although a great many municipalities across Canada did base their by-laws on the Code, it became clear that without some central agency to ensure that all building regulations conformed, the objective of uniformity would be defeated. By 1968, therefore, the campaign had shifted to urging the adoption of the Code at the provincial level, where it was felt there was a greater chance of succeeding.

#### **Advisory Committee**

In March, 1968, Mr. J.W. Snow, MPP for Halton East and a general contractor, introduced a resolution in the Ontario Legislature calling on the Government to adopt the National Building Code and for standardized building, fire and safety legislation to be made applicable to all residential, commercial and industrial buildings in all municipalities of the Province.

In September of that year the Hon. W. Darcy McKeough, Minister of Municipal Affairs, set up an advisory committee under the chairmanship of Mr. C.D. Carruthers, an engineering consultant, to examine and report to the Government on the feasibility of introducing uniform building standards.

Following a thorough investigation, the Committee reported back to the Government at the beginning of 1970. Among its recommendations were: the adoption of the National Building Code and the National Fire Code; the development of an Ontario Building Code during the transition period to include necessary standards not now incorporated in the national codes; a review of existing legislation and the drawing up of new legislation where necessary; the appointment of two interim review committees; the establishment of training and certification for building inspectors.

It was following the acceptance in principle of these recommendations that the Government decided this summer to place

the responsibility for organizing and operating a system of uniform building standards with the Department of Labour.

"It will require the very best efforts of my Department as well as genuine and sympathetic co-operation with the municipalities, the building industry and associated disciplines as we sort out and deal with the urgent issues confronting us now", said the Hon. Dalton Bales, QC, Minister of Labour, when he addressed the annual meeting of the Ontario Building Officials Association in Hamilton on October 15.

As a first step, Mr. Bales had earlier announced the appointment of Mr. Graham Adams as the Director of the new Uniform Building Standards Branch, which will operate within the Safety and Technical Services Division of the Department of Labour. Mr. Adams, formerly head of Extension and Field Services for the Community Planning Branch of the Department of Municipal Affairs, provided liaison and acted as an adviser to the Carruthers Committee. He was also chairman of the inter-departmental committee appointed to consider the implications of the Carruthers Report for provincial departments with responsibility for building and fire safety standards.

The next step will be the appointment of two interim review committees to explore techniques whereby the recommendations of the Carruthers Report can be implemented. Nominations are being considered and it is hoped that both committees will be functioning early in the new year.

One committee will examine all existing legislation as it pertains to building standards and regulations in Ontario and resolve any differences that exist between municipal building by-laws, provincial policies, the National Building Code and the National Fire Code.

The second committee will advise on the setting up of the necessary organization for effective inspection of building standards, approval procedures for new materials, uniform interpretation and enforcement, and the development of staff training and education programs.



### Cross Section of Opinion

Before making its recommendations, the Carruthers Committee attempted to obtain as broad a cross section of opinion as possible about the basis and implementation of a uniform building code for Ontario. Interviews were held with senior officials of provincial government departments and agencies and briefs and comments from municipalities and associations primarily connected with building construction were studied.

A questionnaire was sent to 964 municipalities to establish how many of them enforced building by-laws, whether these were based on the National Building Code, and what sections of the Code were considered satisfactory or unsatisfactory for local use. The Committee also wished to learn how many municipalities favoured the adoption of uniform standards based on the National Building Code.

Out of the 964 questionnaires sent out, replies were received from 648 municipalities, of which 543 have a building by-law and 368 use the National Building Code in some form. The majority expressed support for the principle of uniform building standards but individual reactions varied.

Some municipalities stated that the National Building Code should be made mandatory, while others held the view that the Code was not, in its present form, suitable for their circumstances. Many expressed concern that the fire protection standards contained in the Code were not stringent enough and that the Code did not cover such items as cottages, swimming pools, fences, mobile homes, billboards and others.

An invitation to submit briefs on a uniform code for Ontario was also sent to 40 associations known to have an interest in building codes and the effect of codes on the Ontario economy. Twenty-nine of these replied and all were in favour of adopting the National Building Code.

### Wide Agreement

There was wide agreement among all those questioned on the benefits of introducing uniform building standards. Typical of this is the opinion contained in the brief of the Canadian Construction Association that municipalities would no longer incur the expense of preparing, publishing and updating their own building codes; that manufacturers would not have to petition individual municipalities for building by-law amendments to permit the use of new materials or components; and that contractors would not have to build under a maze of differing building regulations, many

of which have provisions that are either overly restrictive or inadequate.

"A uniform code would greatly reduce the present confusion, arguments and delays in obtaining decisions", states the brief.

The Ontario Municipal Association comments: "There should be one codification of all Acts which deal with construction and there should be one unified inspection service for both on-site inspection and off-site consultation". And the Canadian Lumbermen's Association speaks of "the perfectly horrible maze of bureaucratic red tape that must be put up with under the existing situation".

In its brief, the Canadian Sheet Steel Building Institute sums up the advantages of a uniform code to those involved in construction:

"To the architect and consulting engineer, it provides for simpler office practice. Uniformity eliminates the need to vary plans and specifications from community to community.

"To the contractor or builder, it permits easier setting up of programs and procedures for construction.

"To the enforcing official, it results in easier enforcement since all those in the building industry become more familiar with the regulations and/or code provisions.

"To the material supplier, who must comply with standards for the assembly of materials, it results in the reduction of the variety of the products which must be handled and in turn leads to increased production.

"All of these reflect a saving in time and money for society as a whole".

The concern felt by many municipalities about the proliferation of regulations and the duplication of inspection and of approving agencies is expressed in the response of the City of Windsor to the Committee's questionnaire:

"We are wholly in accord with the introduction of a uniform building code for the Province of Ontario, but we feel very little success will come about through a new code unless it is properly enforced. This in turn can only be accomplished through adequately trained enforcement officers and we would solicit the committee's whole-hearted support in recommending adequate provisions be made for the training of enforcement officers.

"We also feel that unless this code is made uniform, to the extent that all provincial government agencies adopt the same

King Street and Yonge Street  
Toronto, 1912  
(James Collection of Early Canadiana)





code, we will continue to have the same bureaucratic approach to building by-law enforcement.

"Each of these agencies, it would appear, are concerned about similar problems namely, structural sufficiency, fire protection and health. It is our feeling that if all agencies and local building departments use these same regulations, then developers could proceed with their plans with the least amount of red tape.

"We carried out a study of such overlapping and duplication in 1966 and, at that time, found that a typical development required clearance and/or permits for 30 agencies, Federal, Provincial and Municipal".

From information supplied to the Committee, it is estimated that there are at present 16 or 17 departments which administer nearly 50 pieces of legislation with provisions that relate to building construction.

### Enforcement and Inspection

The subject of enforcement and inspection aroused a great deal of discussion and the general consensus of opinion seemed to be that to derive full benefit from uniform building standards there was need for a system to ensure uniform and consistent interpretation and enforcement of standards and approval of materials and building methods. It was also strongly felt that building inspection should remain a local responsibility and that training courses for inspectors, who now in many cases learn on the job, were necessary.

The Carruthers Committee reports on a questionnaire specifically on building inspection which was sent to 443 of the larger municipalities by the Ontario Building Officials Association:

"Not surprisingly, the questionnaire revealed that throughout the Province there is a host of officials under many authorities inspecting different phases of building. This condition arose in part because of the lack of a uniform building code and fire code.

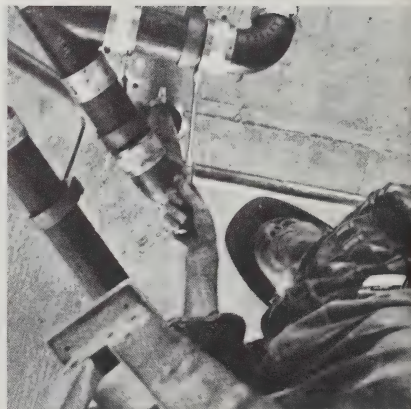
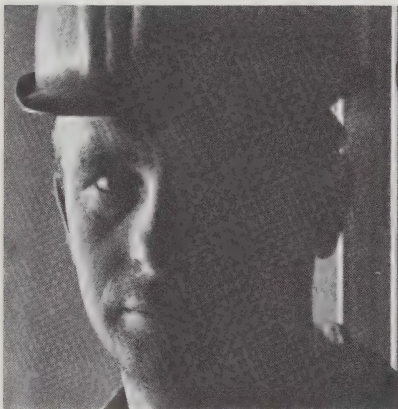
"In the past, many departments of government – including local governments – concerned with a specific problem have attempted to set up uniform regulations designed to cope with their specific concerns. This individual approach often fails to relate a problem in one area to a similar problem in another simply because the total problem was not theirs to recognize and solve.

"Inspectors with a particular interest in inspecting parts but not the whole is the natural outcome of such a situation.

"Lack of a uniform provincial building code and fire code caused municipalities either to write their own code, adopt in whole or part the National Building Code – or have none at all.

"The municipalities, in turn, appointed inspectors for administration of the local code.

"The effect of such action has been to generate a maze of regulations – frequently overlapping and conflicting – that cause



duplications in inspection, that create parts inspectors who are sometimes at cross purposes with other parts inspectors, and that encourage inspectors to rely on individual interpretation of codes and regulations.

"The Committee realized that the successful implementation of uniform codes depended to a great degree on the abilities of inspectors to ensure uniform interpretation and uniform enforcement".

The Committee came to the conclusion that inspectors must receive proper training and that the Province was the only medium to undertake the task of providing a suitable training program and a method of certification based on such training. In its Report to the Government it recommends that legislation be enacted to provide for the mandatory training and certification of building inspectors.

### "Threshold to Realization"

This then is the background to the new function of the Department of Labour. There is a great deal of work to be done and the Minister of Labour has stated that it will be necessary to test and discuss the programs developed by the two interim committees on both the public and private

sectors to ensure that all possible difficulties are adequately resolved before legislation is implemented. It is also intended that there should be adequate opportunity for reaction by the public and private sectors to recommendations or conclusions put forward by the interim committees.

But as Mr. Bales said at the Ontario Building Officials Association meeting: "Only a few years ago the prospect of uniform building and fire safety standards was little more than a glint in the eyes of public and private enterprise. Now we are standing on the threshold to realization and can look forward to real benefits that can be expected following adoption of uniform building standards".



# People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## Seminar for Arbitrators

The Ontario Labour-Management Arbitration Commission held the first of a series of seminars in Osgoode Hall at the end of October. Chairman of the Commission, Judge Walter Little, gave the opening address. As part of the continuing education of arbitrators, the seminar was attended by 35 arbitrators from throughout the Province. Topics discussed included rules of evidence and interpretation, admissibility of evidence, conduct of arbitration hearings and preparation of awards.

The Arbitration Commission recently issued its first monthly bulletin. It is designed to keep parties to collective agreements aware of the progress of the Commission, the aid that may be received from it, and the awards filed by chairmen of boards of arbitration.

# View from the House

**This series is designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained, unless otherwise noted, by writing to the Ontario Department of Labour, Information Services, 8 York Street, Toronto, Ontario.**

## Employment Standards Improved

The Employment Standards Act as amended by 1970, Chapter 45 and the Regulations came into effect on October 1, 1970. Under the amendments minimum wages have been increased, vacation pay benefits improved and new standards added.

No employee shall be dismissed or suspended because of garnishees.

To prevent an employer from avoiding the benefit provisions of the Act by transferring

## Human Rights Exhibit

The Ontario Human Rights Commission exhibit will be on display at shopping plazas throughout Toronto during the next few months. The exhibit is part of a broad-based educational program which emphasizes the rights of all people to equal opportunities and aims to increase public recognition and support of these rights.

The walk-in tunnel display, designed to portray the many facets of human rights, will be erected in the main concourses of plazas throughout the Province. Members of the Human Rights staff will be present to answer questions and brochures and copies of legislation will be available at the exhibit.

The Toronto regional office of the Ontario Human Rights Commission and the Age Discrimination Division have merged into one major unit. Mr. George A. Brown, current administrator of the Age Discrimination Division, will head the new unit. Included in his responsibilities will be Services for Working People, the store-front office in downtown Toronto run as a service to assist new immigrants.

## Director of New Branch

Mr. Graham Adams, 45, of Toronto, has been appointed Director of the new Uniform Building Standards Branch. For the past 15 years, Mr. Adams has been on the staff of the Community Planning Branch of the Department of Municipal Affairs. As head

of the Extension and Field Services Division, he was responsible for regional planning offices, publications and a building by-law advisory service.

He provided liaison and acted as an adviser to the Carruthers Committee on Uniform Building Standards, and was chairman of the inter-departmental committee to consider and report on the implications of the Carruthers Report for provincial departments having responsibility for building and fire safety standards.

Mr. Adams graduated in 1952 from the University of Toronto with a Bachelor of Architecture degree.

## Report Published

The Research Branch of the Department has published a report on the short-run impact on five industries of the revision in Ontario's minimum wage rate, which increased from \$1 to \$1.30 as from January 1, 1969. At present little is known about the effects of minimum wage programs in Ontario. The report, the first of two, is based on an over-all study conducted by the Research Branch to analyze some of the major effects of increasing the minimum wage, such as the impact on wage structures and to what extent changes occur in employment, output and product prices.

an employee from one company to another company in which associated or related activities are carried out, any such companies will be regarded as one employer under the Act and its Regulations.

If a business is sold or transferred, the employment seniority of an employee at the time of sale of transfer continues unbroken with the new employer.

Unpaid wages to \$2,000 per employee have priority over all preferred, ordinary and general creditors and are collectable through third person garnishees.

A penalty of 10 per cent is payable by employers for unpaid wages, overtime, holiday and vacation pay non-payments.

## Equal Employment Opportunity

The Women's Equal Employment Opportunity Act came into effect on December 1, prohibiting discrimination based on sex or marital status in recruitment and hiring, training and promotion, and dismissal. Classifying a job as "male" or "female" or maintaining separate seniority lists based on sex or marital status is in violation of the Act.

The Act recognizes that some jobs cannot reasonably be performed because of sex or marital status. Exemptions will be determined either by the Women's Bureau in consultation with management and employees, or by a Board appointed by the Minister of Labour, or by the Ontario Court of Appeal.

Advertisers may not place and newspapers may not print ads limiting a position to a person of one sex or marital status, unless exemption has first been established.

Separate help wanted columns can be continued but must not be restrictive in effect. Unless a position has been exempted, an employer must give equal hearing to qualified applicants of both sexes, married or single.

Maternity leave of 12 weeks for employees with one year of service or more is to be provided. Dismissal for pregnancy is prohibited.

Six employees of the Department of Labour marked a combined total of 150 years of service with the Department on November 6, when the Hon. Dalton Bales, QC, Minister of Labour,

presented them with pins and membership cards of the Quarter Century Club of the Civil Service. They are:

# 150 Years of Service

- 1. Mr. Arthur Brunskill, Registrar of the Ontario Labour Relations Board, who joined the Department on September 17, 1945 as Chief Clerk to the Board.
- 2. Miss Norma Wilen, who is Assistant to the Deputy Registrar of the Labour Relations Board.
- 3. Miss Myrtle Smith, Senior Clerk of the Labour Relations Board.
- 4. Mrs. Marie Shaw, Office Manager of the Boiler Inspection Branch, seen here with Mr. R.F. Hawkins, Director of the Branch (left), and Mr. H.Y. Yoneyama, Executive Director of the Safety and Technical Services Division of the Department.
- 5. Miss Margaret Ford, an inspector with the Industrial Safety Branch, and Mr. Ronald Turton (second from left), Regional Manager of the Industrial Safety Branch, seen here with Mr. Bales (right) and Mr. T.M. Eberlee, Deputy Minister of Labour.



1



2



3



4



5



# Task

Ont. toughens  
laws to restrain  
industrial strife

Bill 167  
controls for unions  
company support

own union  
Ontario proposes  
Labor Relations

far-reaching changes  
New labor law

Card power to stop

give new voice

in secret

union votes

SEE THINGS  
People who call bill 167  
union-busting measure

Support

The right of all workers  
to outlawing of the use of  
illegal strikes.

The right of all workers  
to a collective agreement on  
collective agreement, suc  
work load, contracting out of  
items ne

the immer  
have in cor  
firms which

tion  
merciless  
es from  
workers  
nd make it  
ve workers.  
king the st  
ment and

tion  
merciless  
es from  
workers  
nd make it  
ve workers.  
king the st  
ment and

CAZON  
L  
TIO





# Task



Hon. Gordon Carton, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

H.Y. Yoneyama  
*Executive Director,  
Safety and Technical Services*

M.K. Dibble  
*Executive Director,  
Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

- 4 Bill 167
- 9 Statistics and Review
- 13 Easing the Impact of Mass Lay-offs
- 14 Assistance Given to Over 1,200 Ontario Sport Associations
- 19 People and Events
- 20 View from the House



Published six times each year by the Ontario Department of Labour, 8 York Street, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Department of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

Inside cover: Queen's Park, centre of law-making in Ontario for nearly a hundred years and focal point for protest by the people when they disagree with that law-making, such as the demonstrations mounted there last year against Bill 167.

**Painstaking review of labour relations legislation produces amendments to promote industrial peace and provide greater protection for individual workers.**

# BILL 167





With the proclamation of Bill 167 on February 15 one of Ontario's most widely debated pieces of legislation in recent years became law. The Bill, which embodies important amendments to The Labour Relations Act, was introduced in the Provincial Legislature by Labour Minister Dalton Bales on June 22, 1970. During its stormy passage, it came under repeated attack from members of the Opposition, from labour organizations and from management groups.

Yet it was the outcome of a thorough and most painstaking review of Ontario's industrial relations policies and existing legislation, carried out over two years by the Department of Labour. And the departmental committee which was responsible for drafting the amendments gave careful consideration to the recommendations of three major investigations into industrial relations problems: the Rand Commission of Inquiry into Labour Disputes, the Report of the Federal Task Force on Labour Relations and the study on labour relations in the construction industry conducted by H. Carl Goldenberg and John H. Crispo.

These three studies were themselves the outcome of the growing concern felt for the past decade over the mounting friction and unrest in labour relations, especially within the construction industry. The criticism and emotion-charged controversy which greeted Bill 167 is therefore perhaps largely a measure of this anxiety.

With the rapid changes and innovations that accompany technological expansion, industrial relations have become increasingly complicated, and it was clear for some time that the 20-year-old legislation was not fully adequate to deal effectively with these developments. The work load of the Ontario Labour Relations Board, the quasi-judicial tribunal which administers a large part of The Labour Relations Act, has more than tripled. In its first post-war years, the Board dealt with some 500 applications and complaints a year—in the fiscal year 1969-70 the number had grown to 1,610 and the staff had increased from a dozen to over 60.

Although The Labour Relations Act, which establishes ground rules for collective bargaining between labour and management, has been revised periodically to enable the Board to fulfil its responsibilities in maintaining harmonious industrial relations, Bill 167 was the result of a thorough re-examination of virtually every major part of the Act.

The conflict in collective bargaining and a number of widely publicized strikes in the early 1960s led to vigorous criticism of the whole collective bargaining system and a

call for a new approach to the problems of labour relations. The departmental committee charged with drafting amendments to the legislation concluded, however, that while there was need for important improvements, the basic structure of the collective bargaining system was fundamentally sound.

When he introduced the second reading of Bill 167 last October, Mr. Bales reminded Members of the Legislature of an earlier statement he had made, namely that nine out of ten bargaining situations are settled peacefully and that the amount of time lost in strikes amounts to less than one per cent of the time worked annually.

"These remarks were intended to demonstrate that industrial relations and collective bargaining function effectively in Ontario, despite the critics of the system", Mr. Bales said.

"Because of these factors, it was our view in the Department that, despite the critics—and the late Mr. Justice Rand's recommendations—a whole new system of industrial relations legislation was not the answer.

"But there was a strong feeling, and we believe the public shares this view, that some improvements must be made. And we were not alone in this position. Both management and labour put forward recommendations for changes".

### Broad Categories

The amendments, described by the Minister as "the means to improve the ways to industrial peace and to provide additional rights and freedoms for individual workers", fall into five broad categories, according to intent and purpose. They are reforms and extensions to the system of determining bargaining rights; changes directed towards reducing industrial strife; amendments aimed at granting further protection to the rights of individual workers; changes intended to improve the enforcement of The Labour Relations Act and collective agreements; "housekeeping" amendments.

For greater convenience, the changes can also be aligned in three main groups: those which pertain to the construction industry, those providing protection for individual employees, and those relating to the practice and procedures of collective bargaining generally.

The special characteristics of the construction industry, and their impact on labour-management relations, have led governments in various jurisdictions to single out the industry for special attention in terms of industrial relations.

In Canada, the construction industry accounts for almost 20 per cent of the Gross National Product. It is estimated that in Ontario, which represents about a third of the national total, building has become a four billion-dollar business. By its very nature construction is a mobile industry. It is subject to cyclical and to seasonal fluctuations and there is none of the stability in the relationship between employer and employee that there is in other industry.

As a study prepared for the Royal Commission on Canada's Economic Prospects points out, the construction industry is unique in producing goods which cannot be transferred from one place to another. In manufacturing, the plant and the workers remain where they are while the product moves. In contrast it is the product of construction which remains a permanent feature of the landscape, while the plant and workers move.

### Lack of Contact

In a steel plant or a plastics factory or a retail business, the ordinary workers tend to spend several years, if not the whole of their working lives, in the same job. Some personal relationship and loyalty builds up between employer and employee. Construction workers move from job to job and from employer to employer, and there is little opportunity for a stable relationship to develop.

Often the only permanent relationship the construction worker has in a job situation is with his union. This lack of contact between employer and employee is further accentuated by the operational structure of the industry itself.

The general contractor who bids successfully on a project frequently has no employees of his own. He subcontracts specific jobs, such as bricklaying, plumbing, electrical installation, etc., to trade contractors. They in turn bargain with the trade unions, who in effect act as contractors to supply the labour needed on that particular job. When the job has been completed, the sub-contractor will have no further need for the workers unless he has another contract pending.

In a highly competitive industry, these characteristics have led to the special labour relations problems which have resulted in opportunities for exploitation of workers by some irresponsible employers, wildcat strikes and walk-outs by workers, fragmented trade-by-trade bargaining and lack of employer cohesiveness. Because of the strength of union organization and unity in the crafts, the situation frequently arises where employers have to negotiate, individually or in

small groups, with as many as 20 different craft unions on one project.

An important recommendation made by the Goldenberg-Crispo Report was that every effort should be made to encourage multi-trade and multi-party bargaining. To this end, it was proposed that consideration should be given to a statutory provision for certification of councils of trade unions on the basis of the wishes of the majority of the workers involved, so that their wishes would prevail over those of individual groups of tradesmen or the unions claiming jurisdiction over them. Tied in with this was the proposal that a system for employer accreditation, similar to certification of unions, be considered.

### To Promote Stability

In order to help promote greater stability in the construction industry, therefore, a major innovation introduced by Bill 167 is the provision for the establishment of an employer accreditation plan.

This scheme will grant exclusive bargaining rights to an employer association able to demonstrate the required degree of support among a group of employers whose employees are members of a union. These bargaining rights will entitle an accredited association to negotiate a collective agreement binding on all the covered employers and will prevent individual employers from entering into a separate agreement with a trade union.

Before acquiring accreditation, the legislation requires that an association prove a double majority—that it represents the majority of employers that have a bargaining relationship with a union and that those employers employ a majority of the workers involved.

The scope of accreditation will, for the present, be limited to all the unionized employers in a given geographic area, doing work in a particular sector of the construction industry and having a collective agreement with a particular trade union. For example, an accreditation order might cover all employers in the Toronto area doing residential construction work and having an agreement with the plumbers union. Or it might cover all employers in the Kingston area doing industrial, commercial or institutional construction work and having a collective agreement with the labourers union.

As employer associations develop and become viable bargaining agents, it is hoped that the plan will eventually serve to encourage the growth of multi-trade, multi-sector and multi-area bargaining. With this in mind, the Labour Relations

Board has the power to grant such accreditation orders provided that an association can demonstrate the required degree of support within the appropriate trades, sectors and area units.

Once it is accredited, an association will become the exclusive bargaining agent for all the unionized employers covered by the accreditation order and agreements negotiated will bind all employers in the bargaining unit, members and non-members of the association alike.

The accreditation scheme should also alleviate the problem of the "whipsaw" bargaining tactic. In the past, trade unions have been able to induce a large number of employers to sign interim agreements which stipulate that they would pay whatever was ultimately agreed to in the main contract with an employer association. In return, these employers have been permitted to operate during strikes and, as a result, have provided alternate employment for strikers and competitive pressures on employers remaining loyal to the association. The ultimate consequence has been the frequent disintegration of employer unity during strikes.

In answering criticism of the accreditation plan, the Minister of Labour emphasized that the objective was to bring about increased stability and improve collective bargaining relations in the construction industry.

"We are not imposing associations on the employer any more than we are imposing unions on the workers and this is not an attack on the building trade unions", Mr. Bales said.

### Multiple Skills

Another change pertaining to the construction industry which drew forth criticism and misunderstanding is the "mixed crew" amendment which permits the Labour Relations Board to recognize as bargaining units mixed crews composed of a number of established crafts.

Section 6(2) of The Labour Relations Act requires the Board to establish "craft" bargaining units when an application for certification has been made by a trade union that traditionally represents such employees. Such craft units consist of groups of employees who exercise technical skills or who are members of a craft by reason of which they are distinguishable from the other employees and commonly bargain separately and apart from other employees.

Normally, the application of this principle has not created any difficulties. However, technological developments in the construction industry have created situations

where strict adherence to the craft unit principle may serve to discourage the use of efficient operating methods by unduly segmenting the employer's work force.

As an example, the installing of precast concrete might require an operating engineer to do the hoisting work, a labourer to assist him, an ironworker to fasten the ends of the pre-cast concrete into the building and a cement mason to finish off. The job could be set up with each of the four men doing only that work negotiated by their separate craft unions in separate collective agreements, or it could be set up on the "mixed crew" principle, with a single agreement and the job performed by team work.

The amendment is not an attack on the unions, as critics have suggested, or an attempt to undermine the craft unit principle. It has been brought in to give the Labour Relations Board additional flexibility in determining appropriate bargaining units in some few cases where it will be advantageous for workers with multiple skills to work together in a group under the aegis of one trade union.

### Work Assignment Disputes

By the same token, an amendment in the legislation dealing with bargaining units gives the Board greater scope in defining "the employer". Because of the complex corporate structure of some contractors and the transient nature of work relationships, identification of the employer has been a particularly prevalent problem in the construction industry. On occasion employees literally do not know who they are working for, and trade union efforts to organize a group of workers are impeded by difficulties in identifying their employer.

Definition of an employer will now include two or more related corporations or persons where, in the opinion of the Board, the ownership, control or direction is so intermingled that, for labour relations purposes, only *one* employer really exists.

As an outcome of the system of trade-by-trade bargaining in the construction industry, a cause of serious conflict has been jurisdictional disputes between unions and employers over work assignments on a project. Two changes have been introduced into the Act to assist the Labour Relations Board in resolving these disputes and preventing the illegal walk-outs which have plagued the industry.

Section 66(1) of the Act grants the Board the power to inquire into a complaint that a trade union is requiring an employer to assign work to a particular group of employees rather than to another group of



employees. The courts have held that the use of the word “employees” restricts the application of the section to work assignment disputes in which the employer has employees of both competing unions in his employ.

As an example take the case of an employer who assigns work to carpenters in his employ. The lathers union claims that the work should properly be assigned to lathers and threatens, or in fact puts up, a picket line to enforce its claim. If the employer has lathers in his employ, the Board would have jurisdiction to deal with the dispute. If the employer does not employ lathers, the Board has no jurisdiction under existing legislation. The amendment therefore expands the power of the Board to deal with disputes where one of the trade unions involved does not represent any of the employees of the employer directly affected.

In order to encourage the voluntary settlement of jurisdictional disputes, a second amendment now requires that in any work assignment dispute the authorized representatives of the trade unions and of the employer or employer association meet within a 14-day period in an effort to resolve the dispute. If a unanimous decision is reached, it will be binding on the parties concerned. If no unanimous decision results then resort to the Board will be possible in accordance with existing arrangements.

Because some employers in the construction industry have their work force partly involved in fabrication work at a plant and partly in installation work at the construction site, there have also been problems over the unnecessary division of the employer's work force for collective bargaining purposes. Under a further amendment the Board now has the power to include off-site personnel in a construction industry bargaining unit where, in the opinion of the Board, such persons are commonly associated with, or bargain with, the on-site employees.

### **Individuals Protected**

Another important group of amendments are those which aim to provide greater protection for workers and to safeguard the interests of the individual within the collective bargaining system. These include clauses pertaining to protection against discharge, exemption on religious grounds and the duty imposed on unions for fair representation of employees.

Section 35 of The Labour Relations Act permits collective agreements to include union security provisions that require, as a condition of employment, membership in a trade union or the payment of dues to a

trade union. Should a worker lose his union membership, for any of a number of reasons, the union is entitled to ask for the worker to be discharged and, under the terms of the collective agreement, the employer has to comply.

Under existing legislation, the employee had recourse to the Labour Relations Board only if he could show that he had been expelled, suspended or denied membership in the trade union because he was a member of another trade union or had engaged in activity on behalf of another trade union. The protection against discharge under union security clauses has now been expanded to include other causes, such as legitimate forms of internal union dissent, a discriminatory application of membership rules or unreasonable initiation fees, dues or assessments.

To protect individual freedoms further, the Board is now also granted the power to exempt individuals from paying dues to unions on religious grounds, provided that equivalent payments are made to an approved charity. But in order to prevent abuses of this provision, the exemption will not apply to individuals who accept employment after a union security clause is already in effect.

A union's position as exclusive bargaining agent has on occasion been abused when there has been a divergence of interest between the union and an individual employee. An example of this occurs when a union refuses to process a legitimate grievance because the worker is not one of its members. There is currently no effective remedy available to any individual in this situation.

To control this kind of problem, the Act now establishes a duty of fair representation on trade unions and the Board is provided with adequate remedial powers, including the right to hold the union responsible for compensation. Under this amendment, a trade union is prevented from acting in any manner that is arbitrary, discriminatory or in bad faith in the representation of any of the employees in a bargaining unit, whether members of the union or not.

Section 54 (3) of the Act provides that if a strike vote is to be held it must be by secret ballot. To guarantee further the freedom of individual workers to express their true wishes, this Section has been amended so that if a vote on the ratification of a collective agreement is taken, it must also be by secret ballot. And all such votes must be conducted at a time and place that ensures maximum possible access by those eligible to vote.

An important change aimed at reducing industrial conflict and protecting workers is a guarantee of the right to return to a job at any time for a period of six months following the beginning of a legal strike. In the vast majority of disputes, strike action effectively closes down operations and picket line activity is peaceful. However, severe friction often arises in those few cases where employers, normally small in size, attempt to maintain production during a legal strike by hiring replacements.

In these widely publicized situations, striking workers are motivated by fear of a permanent loss of employment and often the result is the tension and violence associated with picket line confrontations. This change should serve to alleviate such fear.

### **Individual Negotiations**

The right to return to employment at any time during the six-month period is operative only if the job is still in existence and work is available. Such employees will return on terms established through individual negotiations between employee and employer, but the legislation contains a safeguard so that the employer will not be able to discriminate against striking workers.

A number of changes have been introduced to the legislation to facilitate trade union organization. Under existing law, collective bargaining rights could effectively be denied to certain groups of employees who work and reside on the employer's property, as is the case in logging and mining. In these cases, when an employer refused to co-operate, a trade union official found it difficult or impossible to gain access to the employees without trespassing.

To correct this situation, trade union officials will in future be granted a right of access to company property for organizing purposes where the employees work and reside on the property in question. But as a safeguard against abuse, such access will only be available on approval by the Labour Relations Board.

Another amendment deals with successor rights. Normal employer-employee relations are sometimes considerably disrupted when a business is sold or merges with another. To remove the uncertainty which frequently surrounds such sales, both for the affected employees and the new employer, the legislation now provides that any existing collective agreements or applications for certification or termination of bargaining rights will remain in force when a business is sold.

When the new employer merges the acquired business with his existing operations and there is a conflict in terms of the relevant



collective agreements, the Board will have the discretionary power to determine the extent to which a collective agreement ought to be binding on the parties.

### Improved Enforcement

The third major group of amendments are intended to make the operation of The Labour Relations Act more effective and to define clearly the powers of the Labour Relations Board in administering and enforcing the legislation and collective agreements. Included in them is the provision that, in the event of an illegal strike or lock-out, damages will now be available to the injured party through an arbitration procedure if no action is possible under a collective agreement.

In a number of jurisdictional and sub-contracting disputes, threats of unlawful strike action have been used in the past and no effective remedy existed. For example, a general contractor might be threatened with a strike unless he forced a sub-contractor to use members of a particular union. Although a strike in these circumstances would be unlawful, the Board had no jurisdiction to deal with such a case.

Sections 54, 55 and 56 have been amended to make it an offence to threaten an unlawful strike or lockout and the Board is granted the power to issue directions and compliance orders in the construction industry where the Board is satisfied that such threats have been used.

A further amendment increases maximum fines payable for violations of the Act from \$100 to \$1,000 for an individual and from \$1,000 to \$10,000 for a corporation or trade union. Arbitrators are also granted the right to modify penalties imposed by management in discipline and discharge cases. The only exception will be when the penalties associated with particular offences are set out in detail in the collective agreement. Formerly arbitrators either had to reject or accept in total management's decision and the associated penalty, denying them the flexibility needed to provide equitable relief in some cases.

It has been observed that delays in the process of negotiating new agreements often have an adverse effect on collective bargaining – the longer the period of negotiations, especially after an agreement has expired, the more frustrated the parties are likely to become, including rank and file members.

To encourage early bargaining and help prevent delays in the negotiating process, Section 40 of the Act has been amended so that either party can give notice of a desire to bargain up to 90 days before the existing

agreement terminates. This will enable either party to be in a legal position to strike or lock out by the termination date of the contract if they initiate the compulsory conciliation procedure in the early stages of negotiation.

Two changes to the legislation which would appear to have resulted in misconceptions about the intent and implications of Bill 167 are those dealing with union membership requirements in certification applications and with the establishment of industrial inquiry commissions in protracted strikes or those involving the public interest.

Certification of a trade union as a bargaining agent is based on the fact that it represents a majority of the workers. In the past the Labour Relations Board certified, without a vote, a union which could demonstrate 55 per cent of the workers' support. If the union applying for certification could claim only between 45 and 55 per cent support, the Board conducted a vote among the workers to establish that a majority did in fact support that union.

This procedure was criticized on the grounds that the requirement of 45 per cent support before a union could apply for certification restricted unions unduly, while a union's claim of 55 per cent did not always reflect the true wishes of the employees and that a higher degree of support should be demanded if a vote was not conducted.

### Wishes of Workers

In response to this criticism, and based on a recommendation by the Federal Task Force on Labour Relations, the requirement for a certification vote has been decreased from 45 per cent to 35 per cent membership support in the appropriate bargaining unit, making it easier for the union to obtain certification votes. At the same time, certification without a vote will now require 65 per cent instead of 55 per cent membership support, ensuring that the true wishes of the employees concerned are more accurately reflected.

"What we have done is to provide a system in which votes will be easier to secure and which will also provide clearer evidence of the wishes of the workers, by way of the secret ballot", Mr. Bales said when he introduced the second reading of Bill 167.

"It is our opinion that this should not hinder the organizing efforts of the trade unions and we believe it will facilitate harmonious collective bargaining. There is no evidence, statistical or otherwise, to indicate that the unions cannot win votes if the employees wish to be represented".

Up to now there has been no effective method of dealing with those few strikes

which linger on after there has been a complete breakdown in the bargaining process and no machinery exists for further conciliation by the Department of Labour. To help fill this void, the Act will grant the Minister of Labour the authority to establish industrial inquiry commissions on an ad hoc basis to investigate such long-protracted disputes.

The terms of reference for the commissions will be established by the Minister in each individual case. Primarily, they will perform a fact-finding function, so as to inform and focus public opinion, but they will also have the power to make recommendations which could serve as a basis for settlement of the dispute.

### Not Compulsory Arbitration

In answering criticism of the proposed amendment, the Minister of Labour said that this development has been depicted as the precursor to compulsory arbitration. The truth was, said Mr. Bales, that on some comparatively rare occasions in industrial relations there are prolonged strikes and lockouts in which the normal processes of securing agreement are unsuccessful. There are also some other situations in which it would be useful for the Minister to commission an inquiry, but these were also likely to be rare.

"There is no intention to impose compulsory arbitration", Mr. Bales said. "That is a step we intend to reserve for cases in which the public interest—through the cessation of vital services—would be clearly threatened".

In summing up, Mr. Bales stated that the whole purpose of the modifications and extensions of The Labour Relations Act is to create a better means of encouraging free collective bargaining, protecting the individual within the system and, hopefully, reducing industrial conflict.

"There are those who believe that the Department of Labour should act solely in the interests of one or the other parties. They ignore that there are at least two major parties involved in our industrial relations system and they refuse to recognize that the Department must work with both groups and give careful consideration to the recommendations of both sides.

"And this is why the Department of Labour acts as an arbitrator between labour and management. We want to make sure that their actions, broadly speaking, are in the public interest and that is why there is a variety of legislation to govern their relationship and their actions".

This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 20



### C1

Volume of conciliation activity, Ontario Department of Labour  
October, November, December, 1969 and 1970

Officer Stage	Disputes		Employers		Employees	
	1970	1969	1970	1969	1970	1969
<i>In process</i>						
Pending September 30	222	366	246	384	31,798	33,813
Referred during period	419	315	455	393	44,970	33,305
<b>Total</b>	<b>641</b>	<b>681</b>	<b>701</b>	<b>777</b>	<b>76,768</b>	<b>67,118</b>
<i>Disposed of</i>						
Settled by officer	176	158	189	172	19,972	16,466
Referred to conciliation boards	1	3	8	3	3,644	10,191
No Boards	206	288	219	347	26,648	17,040
Lapsed	8	4	8	5	326	96
<b>Total</b>	<b>391</b>	<b>453</b>	<b>424</b>	<b>527</b>	<b>50,590</b>	<b>43,793</b>
<b>Pending December 31</b>	<b>250</b>	<b>228</b>	<b>277</b>	<b>250</b>	<b>26,178</b>	<b>23,325</b>
<b>Conciliation Board Stage</b>						
<i>In process</i>						
Pending September 30	1	7	1	8	100	1,545
Referred during period	1	3	8	3	3,644	10,191
<b>Total</b>	<b>2</b>	<b>10</b>	<b>9</b>	<b>11</b>	<b>3,744</b>	<b>11,736</b>
<i>Disposed of</i>						
Settled prior to hearings	—	1	—	2	—	795
Settled during hearings	—	2	—	2	—	210
Board reported "no settlement"	1	3	1	3	100	500
<b>Total</b>	<b>1</b>	<b>6</b>	<b>1</b>	<b>7</b>	<b>100</b>	<b>1,505</b>
<b>Pending December 31</b>	<b>1</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>3,644</b>	<b>10,231</b>

**C2****Volume of conciliation activity, Ontario Department of Labour  
January to December, 1969 and 1970**

<b>Officer Stage</b>	<b>Disputes</b>		<b>Employers</b>		<b>Employees</b>	
	<b>1970</b>	<b>1969</b>	<b>1970</b>	<b>1969</b>	<b>1970</b>	<b>1969</b>
<i>In process</i>						
Pending December 31	228	229	250	252	23,325	25,011
Referred during period	1,971	1,642	2,325	2,154	290,695	244,985
<b>Total</b>	<b>2,199</b>	<b>1,871</b>	<b>2,575</b>	<b>2,406</b>	<b>314,020</b>	<b>269,996</b>
<i>Disposed of</i>						
Settled by officer	768	687	835	835	95,905	66,325
Referred to conciliation boards	5	26	13	30	4,426	43,680
No Boards	1,145	918	1,410	1,277	184,525	135,372
Lapsed	30	12	38	14	2,683	1,297
Mediator	1	0	2	0	303	0
<b>Total</b>	<b>1,949</b>	<b>1,643</b>	<b>2,298</b>	<b>2,156</b>	<b>287,842</b>	<b>246,674</b>
<b>Pending December 31</b>	<b>250</b>	<b>228</b>	<b>277</b>	<b>250</b>	<b>26,178</b>	<b>23,325</b>
<b>Conciliation Board Stage</b>						
<i>In process</i>						
Pending December 31	4	6	4	7	10,231	709
Referred during period	5	26	13	30	4,426	43,680
<b>Total</b>	<b>9</b>	<b>32</b>	<b>17</b>	<b>37</b>	<b>14,657</b>	<b>44,389</b>
<i>Disposed of</i>						
Settled prior to hearings	0	3	0	4	0	863
Settled during hearings	1	8	1	9	150	1,114
Board reported "no settlement"	7	17	8	20	10,863	32,181
<b>Total</b>	<b>8</b>	<b>28</b>	<b>9</b>	<b>33</b>	<b>11,013</b>	<b>34,158</b>
<b>Pending December 31</b>	<b>1</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>3,644</b>	<b>10,231</b>

**C3****Voluntary mediation provided by Conciliation and Mediation Services\*\*  
January 1 to December 31, 1970**

	<b>Disputes</b>	<b>Employers</b>	<b>Employees</b>
<b>Total mediation disputes dealt with</b>	<b>223</b>	<b>294</b>	<b>67,807</b>
<i>Disputes in which no strikes occurred</i>			
Settled before meeting with mediator	4	8	166
Settled during mediation meetings	99	128	43,213
Settled by parties following mediation	2	5	359
Lapsed or withdrawn	4	4	276
Pending December 31, 1970	2	3	74
<b>Total</b>	<b>111</b>	<b>148</b>	<b>44,088</b>
<i>Disputes in which strikes occurred</i>			
Settled before meeting with mediator	2	2	215
Settled during mediation meetings	91	121	20,293
Settled by parties following mediation	18	22	3,173
Lapsed or withdrawn	1	1	38
Pending December 31, 1970	0	0	0
<b>Total</b>	<b>112</b>	<b>146</b>	<b>23,719</b>

\*Voluntary mediation reported by mediator, January to December, 1970.



**LB1**

**Number of cases dealt with monthly by the Ontario Labour Relations Board  
October, November and December 1970**

Type of case	Received							
	October		November		December		Total	
	1970	1969	1970	1969	1970	1969	1970	1969
Certification	90	78	84	64	80	84	254	226
Termination	7	3	8	29	3	6	18	38
Successor status	9	8	—	1	—	1	9	10
Strike unlawful	17	6	2	4	2	—	21	10
Lockout unlawful	—	—	—	—	—	—	—	—
Prosecution	21	6	9	4	3	7	33	17
Section 65	16	15	12	9	11	8	39	32
Miscellaneous	7	11	1	3	11	8	19	22
<b>Total</b>	<b>167</b>	<b>127</b>	<b>116</b>	<b>114</b>	<b>110</b>	<b>114</b>	<b>393</b>	<b>355</b>

Type of case	Disposed of							
	October		November		December		Total	
	1970	1969	1970	1969	1970	1969	1970	1969
Certification	98	102	78	75	91	60	267	237
Termination	5	3	7	2	14	31	26	36
Successor status	2	1	4	—	6	8	12	9
Strike unlawful	15	6	4	8	3	—	22	14
Lockout unlawful	—	1	—	—	—	—	—	1
Prosecution	9	14	6	12	22	10	37	36
Section 65	12	22	21	6	12	18	45	46
Miscellaneous	7	15	9	8	8	3	24	26
<b>Total</b>	<b>148</b>	<b>164</b>	<b>129</b>	<b>111</b>	<b>156</b>	<b>130</b>	<b>433</b>	<b>405</b>

**LB2**

**Number of cases dealt with by the Ontario Labour Relations Board  
January 1, 1970 to December 31, 1970**

Type of case	Number Received		Number disposed of	
	1970	1969	1970	1969
Certification	1,087	1,051	768	822
Termination	87	81	60	80
Successor status	18	21	26	32
Strike unlawful	76	56	58	51
Lockout unlawful	5	6	5	6
Prosecution	170	125	139	138
Section 65	160	172	165	119
Miscellaneous	100	89	81	84
<b>Total</b>	<b>1,703</b>	<b>1,601</b>	<b>1,302</b>	<b>1,332</b>

**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year(1)**

<b>Apprentices</b>	<b>1964-65</b>	<b>1965-66</b>	<b>1966-67</b>	<b>1967-68</b>	<b>1968-69</b>	<b>1969-70</b>	<b>1st Quarter 1970-71</b>	<b>2nd Quarter 1970-71</b>	<b>3rd Quarter 1970-71</b>
Active apprentices at end of period									
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	16,230	15,527	16,131
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,606	2,561	2,597
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,836</b>	<b>18,088</b>	<b>18,728</b>
Registrations during the period									
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	969	1,089	1,647
In non-regulated trades	948	838	1,551	1,135	876	1,164	249	282	304
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,450</b>	<b>6,400</b>	<b>7,009</b>	<b>1,218</b>	<b>1,371</b>	<b>1,951</b>

(1) Fiscal year starts April 1, and ends March 31.

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1968, 1969 and 1970**

<b>Month</b>	<b>Regulated Trades</b>			<b>Non-Regulated Trades</b>			<b>Total</b>		
	<b>1968</b>	<b>1969</b>	<b>1970</b>	<b>1968</b>	<b>1969</b>	<b>1970</b>	<b>1968</b>	<b>1969</b>	<b>1970</b>
January	437	511	571	68	103	136	505	614	707
February	380	485	378	124	70	106	504	555	484
March	360	416	577	73	58	122	433	474	699
April	425	419	335	73	97	75	498	516	410
May	387	392	337	101	62	94	488	454	431
June	359	427	297	94	63	80	453	490	377
July	273	363	387	40	75	62	313	438	449
August	436	446	256	41	63	36	477	509	292
September	566	485	446	49	59	184	615	544	630
October	515	648	557	73	113	139	588	761	696
November	607	534	477	95	140	75	702	674	552
December	544	605	613	79	128	90	623	733	703

**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1970**

<b>Month</b>	<b>In training at end of previous month</b>	<b>Added during month</b>	<b>Discontinued during month</b>	<b>Completed during month</b>	<b>In training at end of month</b>
	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>
January	1,887	636	65	510	1,948
February	1,948	671	164	325	2,130
March	2,130	692	87	782	1,953
April	1,953	508	163	274	2,024
May	2,024	509	201	422	1,910
June	1,910	626	141	431	1,964
July	1,964	421	202	411	1,772
August	1,772	515	109	336	1,842
September	1,842	677	177	329	2,013
October	2,013	649	179	390	2,093
November	2,093	820	180	675	2,058
December	2,058	651	142	370	2,197

\*\* Occupational Training of Adults Act of 1967.

## Advance Notice of Termination

There are encouraging signs that the Department of Labour is receiving the co-operation of industry in administering the new legislation requiring advance notice of dismissal to workers. The legislation, which came into effect on January 1, falls under The Employment Standards Act and applies to both mass terminations of employment and to the dismissal of individual workers without cause.

It is too early yet to gauge the effect of the new legislation, but an indirect aim of the statutory notice requirement was to influence more employers to consult with government in advance for advice and assistance to ward off a close-down or minimize the community and industrial relations problems associated with mass lay-offs. And there are already indications that this aim is succeeding.

In the case of mass lay-offs or plant shut-downs, the regulations stipulate that an employer shall not terminate the employment of 50 or more workers in any four-week period without providing written notice to the employees and the Minister. Eight weeks' notice is required where 50 to 199 employees are to be dismissed; 12 weeks' notice for 200 to 499 employees; and 16 weeks' notice for 500 or more employees.

Where in mass lay-offs the amount of notice is based on the number of workers losing their jobs, in individual terminations without cause the amount of notice is based on the length of the employee's service. Thus one week's notice is required for workers with three months to less than two years' service; two weeks for those with two years but less than five years' service; four weeks for those with five but less than ten years' service; and eight weeks for those with more than ten years' service. Complaints arising from individual terminations are investigated by Employment Standards Branch officers.

### Purpose of Legislation

The purpose of the legislation in the case of mass lay-offs is to minimize the impact of economic developments which result in the shut-down or part-closure of a plant and to help workers to adjust to the change. The advance notice required by the regulations will give discharged employees more time to find other employment and to take advantage of various programs provided by the

# Easing the Impact of Mass Lay-offs

Federal and Provincial governments to assist the unemployed, including training and retraining projects, mobility grants, unemployment insurance and job placement services.

The legislation applies to all industry, except construction, and includes the Crown, its agencies, municipalities and school boards. But the notice requirements do not apply to seasonal or intermittent employment, short-term lay-offs, legal strikes or lockouts or in other cases where lengthy notice would not be possible.

Where a company lays off large numbers of workers for a period of less than 13 weeks, it does not have to give advance notice to the employees nor is it required to inform the Department of Labour. An extension to 17 weeks may be granted upon application but if the lay-off period continues after that the regulations come into effect and the company must pay the workers in lieu of notice. The amount of payment is based on the number of workers discharged, so that where 500 or more workers are involved each employee will receive a total of 16 weeks' pay in lieu of notice.

To ensure that the role of government agencies in providing information and assistance to workers who find themselves unemployed because of mass lay-offs is as comprehensive as possible, an inter-departmental committee has been established under the new legislation.

Represented on it are the Provincial Departments of Education, Social and Family Services, Trade and Development, and Treasury and Economics, as well as the Canada Department of Manpower and Immigration. Mr. D.C. McNeill, of the Department of Labour, is chairman of the committee.

The main purpose of the committee is in ensuring compliance with the notice provisions of the Act, in notifying other agencies which may be able to help displaced workers and in co-ordinating their activities. But it also aims to assist employers on an informal basis, by giving guidance and advice and enlisting other agencies to offer assistance which could either forestall a shut-down or ease its ultimate impact.

In the first two months after the regulations came into force more than a dozen companies gave the Department notice of their intention of laying off a total of some 1,200

workers in all. A few are going out of business, others are closing down part of their operation or moving to another area or another province.

"An encouraging development is that a couple of firms have advised us that they will be laying off 40 or 45 workers, even though the regulations require advance notice only where 50 or more employees are involved", says Mr. McNeill.

"It is very gratifying that such firms are adhering to the spirit and not just the letter of law. What is more, at least one of them is following our recommended procedure for helping the workers adjust".

### Adjustment Program

As soon as advance notice of a mass lay-off is received, Mr. McNeill suggests to the employers the establishment of a joint labour and management committee to develop a private program for their own employees. Working with an independent chairman (usually a retired businessman or employee) and the Canada Manpower Consultative Service, this committee knows the employees and the area and is thus in the best position for helping the affected workers make proper adjustments.

This procedure was devised by the Department last year, before the legislation came into effect. One of the first companies to put the system to good use was Garden City Paper Mills Ltd., in St. Catharines, which terminated the employment of nearly 80 workers last fall.

"They notified us well in advance and on our advice set up a committee to develop an adjustment program", says Mr. McNeill. "The efforts of the committee were so successful that they were able to secure two job offers for almost every discharged employee and by the time the mass lay-off took place every worker who wanted re-employment had a job to go to.

"This is a fine example of how, with co-operation and planning, the shut-down or part-closure of a plant can be carried out with the minimum of disruption and hardship for the workers and their families".



**The Athletics Commissioner also supervises all boxing and wrestling contests—except lady wrestlers and bears. One of the most important boxing events in Toronto in recent years was the fight between Cassius Clay and George Chuvalo at Maple Leaf Gardens on March 29, 1966.**



# Assistance Given to Over 1,200 Sport Associations

An office in the Ontario Department of Labour is an odd place to find tall scales used for weighing in boxers at pre-fight medical examinations. But then, the Department of Labour seems an odd place to find the office of Ontario Athletics Commissioner.

It has been successively in the Attorney-General's office, the Department of Health, the Department of Education and, since 1951, the Department of Labour. The connection between labour and sport is not so remote, however. In most industrialized countries, employers are concerned and involved with the whole life of an employee rather than just that part of it which he spends on the job.

Headed by Mr. L.M. (Merv) McKenzie, the only Canadian ever to be elected President of the World Professional Boxing Association, the Office of the Athletics Commissioner has two major functions. First, it is responsible for supervising all professional and amateur boxing and wrestling contests and exhibitions in the Province. And secondly, it promotes, encourages and assists organized amateur sports and sports associations.

"Boxing and wrestling have always been in a class by themselves because they are fighting sports", says Mr. McKenzie. "Wrestling is classified as an exhibition rather than a contest, although at one time it was strictly an endurance contest. This, however, was boring for the fans and now there is considerably more showmanship. But wrestling is still a sport because you must be in top physical condition".

## Kangaroos and Alligators

The most unusual wrestling bout the Commissioner's office has had to rule on involved "Terrible Ted", a 600lb bear from the United States. Normally, situations with animals in sporting events come under Department of Health regulations or the Society for the Prevention of Cruelty to Animals. Boxing kangaroos with gloves on their front feet and tails and wrestling alligators were pitted against human opponents in the early days of wrestling contests, when such events were allowed in Ontario.

The owner of "Terrible Ted" would offer a large sum of money to anyone who could pin the bear to the mat during a wrestling match of specified length. A dispute arose between the owner and a contestant who claimed he had successfully done so and wanted the cash prize. The case went to court and, for three days, argument raged before judge and jury.

At this point, the Commission was asked to clarify what constituted a fall or pin. Normally, both shoulders of the wrestler, human or animal, must be held down for the count of three. However, upon examination of a skeleton of a bear, it was discovered that the animal's shoulders are not square but V-shaped, making it physically impossible to pin it down according to wrestling rules.

The contender lost his case and "Terrible Ted", who was not called to the witness stand, remained undisputed champion of his own particular brand of the sport.

Because of the inherent dangers in fighting sports, some supervision has always been deemed necessary. But the extent of the supervision varied during the sports' development.

## Medical Rules

"In the early days of boxing, a police chief in a town might supervise a bout. Fighters kept going until they got knocked down. That was the end of a round. The fight itself was over only if one of them got knocked out or gave up".

In countries outside of North America, police would stop a bout if an opponent was getting badly beaten, as in the 1904 heavyweight championship fight in Australia when Canadian Tommy Burns was in danger of being beaten to the point of permanent injury.

The style of fighting varied, beginning with bare-knuckle fighting, then with skin-tight gloves and on to the larger, padded gloves used today.

Mr. McKenzie considers the Ontario Boxing Commission, which is part of the Commissioner's office, the best in North America, particularly because of its medical rules. For instance, when Nino Valdez was checked before his scheduled fight with George Chuvalo, doctors discovered a detached retina in his eye, an old injury that had passed all American and British boxing Commissions.

The use of an electro-encephalogram, or the "head test", is to discover brain damage or abnormalities. To Mr. McKenzie's knowledge, the Ontario Commission is the only Canadian organization to use it.

Mr. McKenzie himself has supervised championship bouts in Colombia, Panama, Cuba, Mexico and the United States. In



1969 he was asked to a conference in the Philippines to help set up new world championship regulations and a constitution for the World Boxing Council.

The official uniform of the Boxing Commission is a dark gold jacket with a crest on the pocket and brown trousers.

"Our supervisory staff—judges, timers, referees and ring inspectors—really stands out in a crowd at boxing matches", says Mr. McKenzie. "We're known as the best-dressed Commission in North America".

### Indian Teams

Merv McKenzie would stand out in a crowd anyway. Tall, broad-shouldered and rugged-looking, he is a former Ontario champion swimmer and winner of the most valuable player award in the Ontario senior lacrosse league. In 1966 he was named to the Sports Hall of Fame as a builder of the sport of lacrosse. With officers from the Ontario Human Rights Commission, he has gone to Indian Reserves throughout the Province to promote amateur sport and since 1969

special emphasis and significance has been placed on such promotion. Popular sports within the Reserves are lacrosse, hockey, baseball and cross-country skiing.

It is the rule that assistance in the form of equipment or grants be given to leagues and not individual teams but since Indian teams rarely have industries to sponsor them, rules are relaxed to account for these differences. And it has brought results. Out of the Indian leagues individual players of merit have emerged and gone into professional sport. In lacrosse, Gaylord Powiss, from the Six Nations Reserve in Brantford, won six Canadian junior championships in a row.

Over 1,200 sports associations are assisted with equipment or small grants for administrative purposes. The sports involved cover nearly every conceivable form of physical exercise: gymnastics, weightlifting, judo, karate, lacrosse, broomball, baseball, softball, soccer, rugger, rugby, basketball, volleyball, horseshoe-pitching, tug-of-war, archery, sculling, rowing, pad-





ing, canoeing, speed skating, hockey, swimming, diving, track and field, water skiing, bicycling, badminton, tennis, field hockey, golf, handball, table tennis, squash, skiing and curling. New sports such as orienting (that is, getting from one point to another on foot or by bicycle with the aid of a compass) are encouraged.

Mr. McKenzie is particularly interested in assisting new sports for girls as he feels there are not nearly enough. Ringette, similar to hockey, has recently been developed.

"There are also many girls entering men's sports as well as their own", says Mr. McKenzie. "Previously body contact sports lacked girls but now there are girls' football teams and lacrosse leagues. It's almost like seeing fellows playing, except for the curls under the helmets".

One sport which women have not been able to enter is wrestling, despite the fact that matches between women are allowed in the United States, England and France.

"If they want to be unladylike, as lady wrestling is often described, that's

their prerogative as far as I'm concerned personally", says Mr. McKenzie.

### Over-all Fitness

To receive assistance from the Commission, a league must have a certain number of players and teams. With so many individual teams throughout the Province, the Commission finds its assistance is more useful when given to leagues. Any equipment donated belongs to the leagues and not to the individuals.

"Certainly there are more youngsters in more sports than ever before", says Mr. McKenzie, "but over-all fitness is another matter. A bicycle rider may have his legs in superb condition but from the waist up, he has nothing. I would prefer to see more all-round athletes developing rather than specialized ones. To be truly physically fit, a person needs to be mobile, have good wind and a good heart beat".

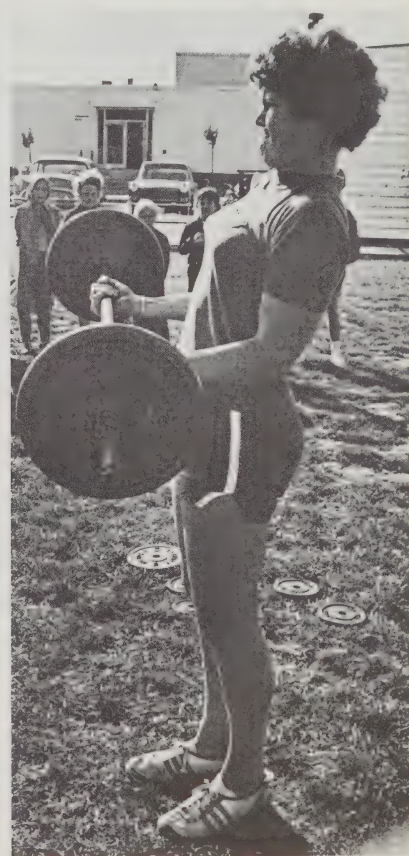
Basketball, lacrosse and soccer are a few of the sports that develop a person generally but the fastest growing sports are usually

the social and family ones such as golf and curling.

In international competitions, Canada does "fairly well for her population". Mr. McKenzie, who has attended various Olympics and British Commonwealth Games, considers Australia and Hungary the best sporting countries in the world. Both give considerable Press coverage to amateur sport and in Hungary, professionalism in sports as we know it does not exist.

The Athletics Commissioner also feels Canadians suffer by comparisons with their American counterparts. Rather than helping us compete, these comparisons "over-shadow and undermine our athletes".

Swimming, with its good organization and facilities, is our strongest individual amateur sport. Skiing, thought by many to be a "natural" sport because of Canada's northern geography, is difficult to organize because of the very size of the country. Small, northern European countries, close to one another, are able to organize less expensive competitions. Hockey, another



sport considered to be distinctly Canadian, also has organizational difficulties in that there are many good individual players but difficulties in training them as a team.

But even with these problems, Canadian amateur sport is developing. At the British Commonwealth Games in Edinburgh last year, Canada won 66 awards—18 gold medals, 24 silver and 24 bronze—placing third over-all behind England and Australia. Swimming was our best event: ten gold, ten silver and four bronze medals. In diving Canadian competitors placed second only to the Australian team by winning two gold, three silver and one bronze medal. Out of 11 wrestling events, we placed in nine to claim one gold, five silver and three bronze medals.

In other competitions, Canadian athletes won gold medals in badminton, weightlifting, cycling, and track and field. And at home, Ontario was the top award-winning Province in last year's Canadian Summer Games.





# People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## Minister's Safety Conference

More than a hundred top management, labour and government officials from all parts of Ontario attended the Minister of Labour's Safety Conference, held in Toronto on January 21. The prime objective of the one-day conference was to explore ways of making the maximum use of available resources to reduce the high cost of accidents in Ontario both in monetary and human terms.

Keynote speaker was Howard Pyle, President of the National Safety Council, Chicago, who is considered one of the leading United States authorities on safety. Joseph Morris, Executive Vice-President of the Canadian Labour Congress, addressed the conference on labour's involvement in safety programs and W.S. Wyman, Vice-President of Union Carbide Canada Limited, spoke on safety from management's point of view. Dr. Peter K. Kaiser, of the Department of Psychology of York University, discussed the psychological aspects of safety as it relates to the interaction between man, machine and the environment.

## Committees Appointed

The appointment of two interim review committees to explore techniques for developing a code of uniform building standards for Ontario was announced by the Minister of Labour at the beginning of February. The new code will be administered by the Department's Uniform Building Standards Branch.

One committee, the Code Review Committee, will examine all existing legislation as it pertains to building standards and regulations in the Province and resolve any differences that exist between municipal building by-laws, provincial policies, the National Building Code and the National Fire Code.

The other, the Administration Review Committee, will advise the Department of Labour on the setting up of the necessary organization for effective inspection of build-

ing standards, approval procedures for new materials, uniform interpretation and enforcement, and the development of staff training and education programs.

Members of the Code Review Committee are: Chairman, S.G. Beckett, building commissioner, North York; Vice-Chairman, Daniel T. Dunlop, architect, Toronto; Roger V. Hebert, codes engineers, Toronto; E.H. Belfry, sales manager, New Toronto; K.O.J. Sidwell, technical officer, Cooksville; J.F. Cutler, managing director, Willowdale; C. Ross Thomson, fire research director, Ottawa; W.A. Evans, Town Engineer, Whitby; C. Paul Greenan, president, Toronto; John C. Hurlburt, president, Toronto; Magnus Mitchell, assistant building commissioner, Windsor; K.L. Bellamy, electrical engineer, Toronto; Fire Chief Charles R. Chambers, Toronto; Maurice Breen, mechanical contractor, Toronto; Fred Whitehead, former Chief Plumbing Inspector, Toronto; Yaman Uzumeri, structural specialist, Toronto; Harold Fealdman, professional engineer, Toronto; and Norman S. Pearce, underwriter, Toronto.

Members of the Administration Review Committee are: Chairman, P. John Ranta, architect, Thunder Bay; Vice-Chairman, L.W. Vaughan, engineer, Port Credit; Z.S. Shah, standards engineer, Toronto; R.W. Howald, construction Contractor, Kitchener; D.B. Cowtan, deputy building inspector, Guelph; W.A. Proudfoot, construction executive, Toronto; and O.W. Larry, Municipal Clerk, Trenton.

H. Brian Dickens, civil engineer, and R.S. Ferguson, both of the Division of Building Research of the National Research Council, will be advisers to the two committees on the National Building Code and the National Fire Code.

Members of the two committees have been selected from sources interested in building in the Province, including municipal and fire officials, architects, engineers, builders, contractors and associations concerned with construction.

## New Publications

A number of publications have recently been prepared by the Department and are available through the Information Services Branch:

Four new leaflets have been published for use by the Industrial Training Branch in administering apprenticeship programs in the trades of *Watch Repairer, Baker, Hairdresser and Radio and TV Service Technician*.

Translations in Finnish and Chinese have been added to the *Your Rights are Protected* series, issued by the Human Rights Commission. The leaflet now appears in 13 languages, including Greek, Portuguese, Polish, Croatian and Ukrainian.

The Human Rights Commission has also undertaken the reprinting, in one booklet, of the series of three articles on *The Problems of the Older Worker* which appeared in Task in 1970. The publication will be distributed by the Age Discrimination Division.

As part of the Provincial Government's student summer employment campaign the Department has prepared two pamphlets entitled *How to Look for a Summer Job and Employment Standards for Students*. These, as well as guide lines on "how to go into business this summer", are available through the Information Services Branch and will be distributed to secondary schools throughout Ontario.

The Women's Bureau has updated *Ontario Labour Legislation of Interest to Women Workers*, which gives information on such rights and employment standards as the minimum wage rate, equal pay for equal work, vacations with pay and safety requirements. A new section explains The Women's Equal Employment Opportunity Act, which came into effect on December 1, 1970 and prohibits discrimination based on sex or marital status in recruitment and hiring, training and promotion, and dismissal.

The Energy Branch of the Safety and Technical Services Division has issued an instruction pamphlet with recommended procedures for the installation and operation of rural domestic petroleum handling facilities.



## View from the House

## Recent Legislation

## Changes under The Energy Act

*Regulations for Fuel Oil Installation*

Ontario Regulation 335/64 has been revised by Ontario Regulation 549/70. The change is designed to assist in the solution of the ever-growing problem of industrial waste disposal and applies specifically to crankcase drainings from internal combustion machines.

Research has demonstrated that crankcase drainings can be blended with residual fuel oils so that the resultant mixture will remain within the safety limits of Type 5 or Type 6 fuel oil standards. The amended Regulation permits such blending under controlled conditions.

*Regulation for Natural Gas Pipelines*

Ontario Regulation 15/71, which came into effect in January, makes extensive changes to the Gas Transmission and Distribution Pipeline Code. The changes are designed to improve the safety of installation, operation and maintenance of gas pipelines and has stemmed from experience, research and special investigations in recent years.

The amendments will add new requirements for construction methods, improved maintenance and operating procedures and controls, and provide more definitive requirements for maintenance of records and plans of underground installations. They also provide for a greatly improved inspection program by industry personnel.

Labor act proposals criticized

UNIONS

Ontario labor law changes will lessen strife

Ontario Federation of Labor Unions

WHAT THE NEW BILL SAYS

The first proposed change in Bill 167 to amend the Labor Relations Act is in the preamble, which endorses the principle of collective bargaining.

There are several changes affecting unions.

Trades unions must discuss the matter with a meeting when a mass demonstration estimated 10,000 union members — aimed at is a strike-torn day.

Of particular interest is failure to discuss the matter with all workers the union of their outlaw strike-breakers.

Amendments to requirements from option of

tractors s

ill and cha

★ The Ontario government has proposed in the labor law which it hopes will reduce the serious pay dispute between the Ontario Federation of Labor Unions and the Press.

— David Archel, life of a pro-slavery 167.

ABOR CODE

ing away with Labor

jungle law

with 60,000-n. construction. Trades discuss the matter when a meeting

mass demonstration estimated 10,000 union members — aimed at is a strike-torn day.

Of particular interest is failure to discuss the matter with all workers the union of their outlaw strike-breakers.

Amendments to requirements from option of

tractors s

ill and cha

Postes CANADA Postage

8c.

No. 8417  
TORONTO

News from the  
Ontario Department of Labour

Volume 6 Number 2  
Summer, 1971

# Task



Graduation Day,  
1969

CA20N  
L  
T10

News from the  
Ontario Department of Labour

Volume 6 Number 2  
Summer, 1971

Hon. Gordon Carton, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

D.E. Hushion  
*Executive Director,  
Manpower Services*

H.Y. Yoneyama  
*Executive Director,  
Safety and Technical Services*

M.K. Dibble  
*Executive Director,  
Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

# Task

- 3 Problems of  
the Younger Worker
- 9 Statistics and Review
- 15 Ontario Place
- 18 Excellent Response to  
Equal Opportunities Act
- 19 People and Events
- 20 View from the House

Published six times each year by the Ontario  
Department of Labour, 8 York Street, Toronto.  
It is available without charge. Permission to reprint  
any material herein, with credit to the Ontario  
Department of Labour, may be obtained upon  
written application to the Editor. Views expressed  
are those of the writers and do not necessarily  
reflect official opinion or policy.





# Problems of the Younger Worker

**This year over 40 per cent of the unemployed in Canada are under 25. Some are victims of "over-education", others of "under-education" or the shift in skill requirements in today's economy. And never before have the young expressed themselves so forcibly or made so clear their rejection of the values of their elders. This article examines some of the aspects presented by this "attitude gap" and how they affect the younger worker.**

The young, like the poor, have always been with us but perhaps never before have they seemed to loom so large on our horizon of concerns—and perhaps never before, in an age of affluence, have the words "young" and "poor" so often sounded like the same thing.

Hardly a day passes without some newspaper or magazine writer, broadcaster or economist agonizing not just over the general unemployment situation but especially over the plight of the younger workers, be they highly qualified university graduates, Grade 12 or 13 school-leavers or the drop-outs from the educational system. Of course it is necessary to remember that half the population of Canada is today under 25 (we are now at the tail end of the post-war "baby boom"), that there are therefore more children in school than ever before, that there are more graduates and therefore more competitors for available jobs. Nonetheless, the figures are not encouraging.

According to the Dominion Bureau of Statistics, persons 20 to 24 years old represented 13.7 per cent of the work force in Canada in 1966. In 1970 the percentage had grown to 15.4. Over the same period, this age group accounted for 16.1 per cent (or 43,000 in number) of the unemployed in the labour force in 1966; in 1970 the figure was 21.6 per cent (or 64,000) of the







unemployed in Canada—an increase of 34.2 per cent.

In April of this year, the 14- to 19-year age group made up 9.4 per cent of the Canadian labour force (the Dominion Bureau of Statistics defines the labour force as those 14 years of age and over who are employed or are available for employment). They also constituted 19.7 per cent of the unemployed workers. Those 20 to 24 years old, who made up 15.2 per cent of the Canadian labour force in the month of April, accounted for 22.9 per cent of the unemployed. Together the two age groups represented 42.6 per cent of the labour force without work in Canada in the month of April. In Ontario, members of the labour force aged 14 to 24 accounted for 39.5 per cent of the unemployed in the Province in April.

Another worrying factor is the increase in the number of young people who are on welfare, a phenomenon which brings bitter memories of the depression years to many of their elders. A survey conducted by the research branch of the Ontario Department of Social and Family Services in March, 1970 showed that out of a total case load of 59,000 for that month, 8.4 per cent were under the age of 19 and 23.9 per cent were aged 20 to 29. Although results are not yet available, it is estimated that cases handled in March, 1971 had increased by 50 per cent. According to research carried out by the Metro social services, the total number of employable persons between the ages of 16 and 25 who were on Metro's welfare rolls in December, 1970 was 3,041. Of these 672 were between 16 and 18 years old, while 2,369 were aged 19 to 25.

### **Increase in Labour Force**

The problem is by no means confined to Canada, nor has it sprung up full-blown overnight while our backs were turned. For some time, economists, sociologists, researchers and education experts have been warning that the increasing numbers of young people in our population are receiving either too much, or too little, or the wrong kind of education and guidance to prepare them for the work world of the future.

In September, 1967 the Fourth Annual Review of the Economic Council of Canada, reporting on the Canadian economy from the 1960s to the 1970s, stated: "The proportions of females and young males under 25 in total additions to the labour force are unusually large during the entire 1960s (over 70 per cent of total growth). Of the total increase in the labour force in 1960-65, amounting to some 740,000

persons, about 420,000 were females and 120,000 were males under 25. Similarly, out of the projected 1.2 million additions from 1965 to 1970, some 620,000 are estimated to be females and 250,000 males under 25".

An article on unemployment in the United States and seven foreign countries by Constance Sorrentino, which appeared in the September, 1970 issue of the Monthly Labor Review published by the United States Department of Labor, Bureau of Labor Statistics, shows that a shortage of jobs for teenagers figured significantly in unemployment in the 1960s.

The writer, who presents comparative data on labour force and unemployment for Canada, France, Great Britain, Italy, Japan, Sweden, West Germany and the United States during 1960-69, found that in all countries studied teenagers had more difficulty than adults in securing jobs but the degree of difficulty varied greatly.

"In 1968, for instance, the United States, Canada and Italy had, by far, the highest youth unemployment rates—over 10 per cent of their teenage labour forces were unemployed".

The article goes on to point out that Canada's labour market had to contend with extraordinary growth in the supply of labour. During the 1960s, Canada had the largest percentage increase in labour force of any of the countries studied. After an annual gain of about 2.5 per cent in the early 1960s, the labour force grew at an accelerated rate of 3 to 4 per cent annually, beginning in 1965.

"This reflected an acceleration in the number of young persons reaching working age, a new surge in the level of immigration, and continued growth in the participation of women in the labour force. In contrast with earlier years, expansion of employment opportunities after 1966 was not rapid enough to fully absorb the marked increase in the labour force".

### **Canada Ranked Third**

On youth unemployment the writer continues: "In the United States, young workers have had substantially higher rates of unemployment than adults. In fact, in every year since the end of World War II, in recession and prosperity alike, teenagers have had the highest unemployment rates of any age group in the labour force.

"Teenagers abroad are also unemployed more frequently than adult workers, but unemployment rates are often much closer to those of adults than is the case in the United States. Italy ranks highest in extent of youth unemployment. The United



States was second to Italy in extent of youth unemployment, with 12.7 per cent of the teenage labour force unemployed in 1968—about 5.5 times the adult rate. Canada's young people ranked third, at 10.8 per cent, three times the adult rate. Great Britain was the only country where the youth unemployment rate was not at least double the adult rate".

An article on "Job Losers, Leavers, and Entrants" by Kathryn D. Hoyle, which appeared in the April, 1969 issue of the *Monthly Labor Review*, showed that close to half the Americans without jobs were persons just coming into the labour force. The June, 1969 issue of the same publication ran a special Labor Force Report describing the employment situation of 16- to 24-year-old men and women who were not enrolled in school in October, 1968.

The writer of the special report states: "The difficulty of finding a solution to the problem of high unemployment rates among young people has been sharply brought home by the persistence of those high rates during 1966-68, a period of prosperity. In these years the over-all unemployment rate dropped below 4 per cent, but the rate for young people did not decrease as much as might have been expected from the decline in the over-all rate. Clearly, good economic conditions alone will not solve the employment problem for a significant proportion of youths".

### Fewer Job Opportunities

Those, then, are some of the gloomy facts and figures that have emerged so far. Where do we stand in the summer of 1971, when unemployment is greater and more widespread than when these articles were written and there are even more young people flocking into the market place?

Writing in the *Toronto Star* on May 5 this year, Walter Pitman, MPP, had this to say: "Canada will graduate 142,000 students from colleges and universities this spring, an increase of 23 per cent over last year. But there will be fewer jobs available in almost every sector of the economy, and considerably fewer for those with degrees in science or engineering. There are several hundred teachers with Ontario certificates who did not find employment last year and who will be joined by many more in May.

"The 20 colleges of applied arts and technology have, as yet, injected a relatively small number of graduates into the labour market, as most of these institutions have only been offering courses for three or

four years. However, the graduating classes of these colleges will be considerably larger while the job placement opportunities have been estimated at 60 per cent fewer than last year.

"In public cost it represents \$50,000 to \$60,000 of wasted investment for each skilled individual whose talents are being unused. Indeed, it might be said that one of the most obvious effects of the massive expansion of schooling during the 1960s has been that of significantly raising the quality of the unemployed".

His statement is borne out by any number of newspaper and magazine reports. According to the *Hamilton Spectator* of May 20, 1971 "getting a diploma is only one step towards getting a job, as approximately 250 students at Mohawk College are finding out".

The report continues: "Mark Garber, Canada Manpower placement officer stationed at the Fennell Avenue campus, said that only about 300 of 700 students looking for permanent employment had found jobs. Others are continuing their education next year and are not looking for permanent employment.

"Mr. Garber said that this was the worst year for placement that he had experienced in the five years he had been on campus. A check with other community college grads had revealed a similar, sluggish employment situation for community college grads all across the Province, he said".

University graduates are no better off. According to a report in the *London Free Press* on May 20, students graduating from the University of Western Ontario this year, with the exception of those from the School of Business Administration, are having a hard time finding permanent employment.

"Of approximately 2,975 students graduating who sought employment through the university's two placement offices, only 233 have found jobs. This figure does not include graduates who have found employment on their own or through their faculties:

"Placement and Housing Officer Don Klinger said today that, to date, 2,441 job interviews have been conducted by 116 companies, compared to 3,500 interviews by 144 companies last year. Fifty companies have replied to a poll by his office, reporting a total of 37 graduates who have received jobs. Last year no poll was conducted, but 37 companies reported voluntarily that 85 graduates received employment".

The plight of the graduate is described even more graphically by Barbara Frum,

writing in the June issue of *Maclean's Magazine*. The article, entitled "Class of '71", carries a sub-heading: "Get a university education, we told them, and you'll have it made. So they did. Now they discover they're the graduates nobody wants. What went wrong?"

Among the comments Barbara Frum makes in her report are these: "Suddenly there is so little demand for university graduates that a frightening and frightened segment of the Class of '71 can't find even the mundane opportunities that in years past they might have sneered at. No one knows how many of the 75,000 graduates in the Class of '71 have been unable to find the kind of work they have been trained for, but it could be as many as half.

### The "Right" Degree

"The only students untouched by the employment squeeze are those who, by luck or good planning are picking up the 'right' degrees from their chancellors this June. A medical degree is good, a dental degree is better, geology, metallurgy, business and commerce, some engineering specialties—these degrees still make their recipients winners in the education sweepstakes. But they will be the fortunate exceptions. For the rest, we don't have the jobs to match their skills or their expectations and, what is worse, maybe we never will.

"... 'You know', one bemused but not unpleased employer smiles, 'I'm actually getting kids coming in for job interviews and offering to shave off their beards if I thought it would improve their chances of being hired.'

"Law students are complaining this year about the lack of interviews, never mind jobs. And the companies that used to fly plane loads of engineers on hiring junkets aren't even springing for the price of a single fare to fly their recruiter to the students. With few first-rate opportunities available, engineers are being encouraged to switch to chartered accountancy, accept sub-professional work for a while or push off for the boondocks of Wabush or Sept Iles.

"At the University of Toronto there are still on file 1,000 jobless graduates from the class of '70, 800 of whom their placement advisers have written off as unemployable because their morale and self-esteem have been so deeply eroded by continual rejection."

And *Time Magazine* devoted the cover of its May 24 issue to *The Graduate*, 1971, asking "Now where are the jobs?" Inside



a long and thought-provoking article starts off: "Remember the college graduate of 1968? Standing there on commencement day with diploma in one hand and a bundle of job offers in the other? Seniors that June scarcely had to look for work. Their main problem seemed to be deciding which corporation offered the best opportunities, or which fellowships led to the most promising future.

"Not any more. The recession may be just about over in the market place but its effects linger on the nation's campuses. The largest graduating class in history—an educated army of 816,000—is entering America's certified credential society and learning to its sorrow that a degree is no guarantee of a suitable job. Like the dollar, the diploma seems to have been devalued".

Later the article states that "rampant diploma-ism continues to be a national disease. Business and Government alike insist on unnecessary credentials on the part of the job applicants. This not only creates a new caste of unemployables—the luckless but qualified people who lack the right degree—but tends to confuse the real mission of education".

With so many well-qualified young workers scrambling for jobs, one would expect to find a ripple effect, increasing competition at the level of the ordinary high school graduate and the Grade 10 and 11 school-leavers. And, indeed, it is apparent that in a significant section of industry, as well as in Government, senior clerical jobs are now being filled by college graduates, even though the work involved may call for no special research skills.

"A number of jobs are too highly graded", says a spokesman for the recruitment branch for the Ontario Public Service, which with around 60,000 staff members working in all departments of the Provincial Government is the biggest single employer in Ontario.

"Because many managers have a built-in bias against drop-outs (in their day you *finished* school whether you liked it or not), they ask for a Grade 12 educational qualification even for a filing job, where they would really be better off with a drop-out who would be glad to do the work, while a Grade 12 might become bored and leave".

And a spokesman for a large corporation says that his firm has received around 2,000 applications from graduates with at least a B.A. degree so far this year. "There was an advertisement out for a mathematician—two Ph.D. graduates applied where five years ago the manager concerned would

have been glad to receive an application from a B.A."

Further down the line, even greater problems are experienced by the drop-out, whether from school or the work world. In the United States, according to the Monthly Labor Review, unemployment has been consistently lower among high school graduates than among drop-outs. About 13 per cent of the graduates and 22 per cent of the drop-outs who were in the labour force were looking for work in October, 1968.

### **Making the Transition**

"Young people who are looking for work have little or no work experience and are usually evaluated as prospective employees on the basis of their education and training", states the writer of a special report in the June, 1969 issue of the publication.

"Also, despite the fact that some drop-outs leave school because their family circumstances require them to go to work, there is evidence that, at least among men, those who graduate are more likely than those who drop out to have worked while attending school. These workers are therefore able to make this transition from the school environment to the labour force more easily, having the advantage of some experience in going about getting a job in addition to the work experience."

The report also shows that in the United States, a sizable proportion of unemployment among young people arises from voluntary job-leaving. In 1968, more than one out of five of both unemployed graduates and drop-outs said they were looking for work because they had quit their last jobs.

"Greater emphasis on combined school-work programs could appreciably reduce the incidence of job-quitting among young people, whether it arises from unrealistic expectations as to what jobs should be in terms of content, pay, their own status relative to older workers, difficulty in adjusting to work routine, or the effort to find the kind of work which will be satisfactory over work life."

Moreover, states the report, the disadvantages of drop-outs is not restricted to their initial labour force experience. The relationship between years of school completed and unemployment rates persists, on the average, throughout a drop-out's work life.

"Today's drop-out enters a labour market in which the majority of persons have at least a high school diploma. Within a very short period, the drop-out has become a member of a labour force

minority; in 1957, about 52 per cent of the persons 18 to 64 years old in the labour force (United States) had completed less than four years of high school; in 1968, only 37 per cent did not have a high school diploma".

According to Ontario Department of Education figures, in 1969 a total of 77,657 Grade 12 and 34,748 Grade 13 students graduated with diplomas in the Province. It is estimated that in 1971 there will be 86,500 Grade 12 and 41,000 Grade 13 graduates. However, it is also estimated that between October, 1969 and September, 1970 there were 135,811 drop-outs from the secondary school system in Ontario.

And describing the chances of those even further down the line in the educational race, there is this chilling comment entitled "The Cost of Illiteracy", which appeared in the August, 1970 issue of the Monthly Labor Review:

"In an increasingly technological society, functional illiterates pay a heavy price for their handicap. Today, 50 per cent of the young adults who are unemployed cannot read well enough to hold a job requiring reasonable skills, and there are fewer and fewer unskilled jobs.

"Twenty-five years ago, 30 per cent of all jobs were for unskilled workers; the figure has fallen to 17 per cent today. Current estimates indicate that unskilled labourers will be able to handle only 5 per cent of all jobs in the United States for the year 1975".



## New Values Reflect Changing Society

**But, above all, we are living in a changing world, with a shifting of emphasis on the values people hold and this has served to widen the traditional gap that exists between different age groups.**

As one writer has put it, "we're suffering not so much from a generation gap as from an attitude gap".

Never before have the young expressed themselves so forcibly or made so clear their rejection of the values held by their elders. Never before have their elders been so bewildered by, or even hostile to, the whole "youth scene". There is constant reference made to the increasing permissiveness of the educational system, the campus radicals, the growing freedom in the use of drugs and sexual behaviour. But this really represents only a fraction of a much broader spectrum of a society undergoing a major upheaval.

Mr. James F. Hickling, a Toronto registered psychologist and management consultant, says there are distinguishable differences in values and attitudes among different age groups; these values or attitudes are translated into the motivations individuals have towards their work; different age groups have different contributions to make and all these contributions are needed to make our total society work.

"I think there is very real truth in the idea that we are in the midst of a social revolution which deals with values and beliefs and I think the differences in values held by those younger than 27 are so widely divergent from some of those held by the older age groups that they almost constitute a difference in kind, rather than merely a difference in degree.

"There is a lack of belief that society has the answer to life, and that older people really have very much to communicate to the young in terms of what is important and what is of value".

This leads, says Mr. Hickling, to attitudes among the young which are anti-establishment, anti-authority, anti-business and even anti-education.

"In a sense, they march to a different drum, the underlying assumptions that they make are different and the values that they hold are different. Relative to the world of work, this means serious questionings of values we have almost accepted without question in the past, such as adherence to the Protestant ethic which held that work was of value in itself and in a way next to godliness.

"A good number of young people are saying, 'Yes, it is nice for you to have your very fine house and your 16 bathrooms in it, but if it means really doing the things you do, and being like what you are, I am not sure that I want it, I am not sure that I am prepared to sacrifice that much of myself for material ends'.

"What I'm saying is that the major values that are being expressed by young people are 'anti-'. They are really saying what they don't want more than what they do want."

Mr. Hickling classifies value differences into three broad age brackets: those from 28 through 43, those over 43 and the group who are under 27 years of age.

### Products of Depression

"It seems to me that those people who are in their 30s are a rather cold, calculating, efficient group who are highly competitive. I feel they have very little desire to change the institutions. I think their motto is to get on, get honest, and then, and only then, get honourable. These are the non-questioners of society.

"Those over 43 are the products of depression and war. They are in a sense jittery and insecure. They had dreams of a good society but they settled for cars, houses, steady jobs and a little money in the bank. They questioned things but acted differently from the way they thought. They have this schizophrenia of acting one way but not being sure it was what they wanted. They sold out to the affluent society—and were really not unhappy about the deal until they found their children in revolt.

"Those under 27 do not buy the traditional values. They have rejected authority, materialism, religion, Vietnam, sexual morality in the conventional sense, and most of our existing institutions. They have at least in part seen through some of the shams of university and in fair measure the shams of business and government. They ask meaning, they ask creativity, they ask independence, and they ask freedom from the 'yes, sir' habit.

"Don't turn them off by trying to be father and giving them the traditional wisdom of the society and of our time. Such wisdom they just don't believe".

What, then, are some of the examples of this "traditional wisdom of society" against which the young are reacting with such conviction? A sample questioning of a number of recruitment officers for the Ontario Department of Civil Service (one of whom pre-screens between 25 and 35 job applicants a day, most of them under

24), revealed that the manager or supervisor over 40 has a great respect for education and is rather apprehensive about the new educational system.

He also can't understand the attitude of the young to the material benefits he has worked so hard for. When he was looking for employment his motives were a steady job, with a good salary. He looked forward to buying a home, television, a second car and other luxuries, to a steady improvement in his social position (such as joining the golf club) and security for his old age. A lot of people in management are more insular than today's youth—they have not travelled abroad and their minds are not open to the way society is changing everywhere.

### Personal Integrity

The youth, on the other hand, is more concerned about his *own* education than in the past and he wants some say in *what* he is going to get out of it. Young people are now better educated at an earlier age than ever before, not necessarily in the "3 Rs" but in general knowledge of the world around them. Because of easier travel and the influence of television and the other media, they are made aware at a much earlier age of their surroundings, their community, of social criticism and the importance of issues like pollution.

The young of today have a well-developed social conscience which tells them that if there is a problem like pollution then it is unacceptable for them to go and work for a company which is contributing to pollution. They relate their own personal integrity and ethics to their work life and where the manager was very conscious of the need for security, the young worker of today feels the need to find his proper niche, as well as work which offers stimulation and challenge. And at least a minority of them will rather turn their backs entirely on the work world than compromise on this principle.

### Locked into Jobs

A leading Toronto management consultant, Mr. Hank Skinner, President of Skinner, Thomas and Associates Ltd., and Director of Marketing Resources Ltd., believes that "if we of the older generation would listen more attentively to the young we would be in a better position to utilize not only their skills but the new attitudes, expectations and social awareness they have developed". In his experience the increase in the degree of unemployment among younger workers started accelerating about two years ago.



"Until the early part of 1969, between 75 and 80 per cent of graduates in the 22- to 24-year age group were placed in jobs within a few weeks of graduating", says Mr. Skinner. "They would stay in that job for a year or two to gain experience and then move on, to get further experience and probably more money."

"Now only about 50 per cent of the graduates in this age group are finding jobs that quickly—the rest may take up to six months to find work. And because of the employment situation, young workers are more or less locked into the job, without the earlier mobility to change jobs for experience or better pay".

Mr. Skinner believes that the older generation—including parents and educators—must bear some of the blame for the predicament in which the young are finding themselves.

"What is happening is that the young are brought up in an affluent society and some of them are spoonfed even to the point where they feel society owes them not only a living but an opportunity to assert themselves and their full potential immediately.

"They are coming into the market place, theoretically educated but without any knowledge of the practical world, fully expecting to be placed in a work situation which fulfils their job expectations.

"Unfortunately, industry also faces a problem—it may take six months' to a year's training before many of these young workers are really earning their salary. Industry can ill afford mistakes in this costly process and for this reason employers are picking and choosing with far more care than ever before.

"Another problem is that many young people are ill-prepared even for a job interview. They are confused about their work goals and all too frequently they have been given out-of-date and bad advice by parents, teachers, friends and glowing advertisements.

"I believe that the curriculum of any high school or college should include a course, even a short one, which prepares the student by making him think seriously about his ultimate career objectives and how to conduct himself when he gets that first job".

In Mr. Skinner's opinion, the older generation—the educators, be they in the home or in the school—have lost touch with the reality of today's work world and what is expected of the new worker.

"I believe they are failing in their responsibility to prepare the young for their all-important work life and as a result

the young worker in turn frequently arrives in the labour market lacking a sense of responsibility".

### "Guarantee of Success"

It is a view with which Mr. David Currey, Director of Career Counselling and Placement at the University of Toronto, would agree. He says that while the general unemployment situation is aggravating the job shortage, many graduates are victims of "a society which led them to believe they'd have a written guarantee of success with a college education".

He estimates that only about 40 per cent of this year's 5,700 graduates who took campus interviews at the university have found jobs. He predicts that the remainder can expect to be job-hunting for up to a year.

"Certainly many students have not been too vigorous in their efforts to find work upon graduation", says Mr. Currey, "and although jobs are available in other parts of Canada many are unemployed because they're not willing to move".

He cited a lab job in life sciences in Peterborough with a starting salary of \$7,200. The university contacted 20 qualified graduates who could have filled this "gold-brick" job—none had applied for the position by mid-June.

Mr. Currey also had some criticism for the lack of meaningful career planning and the general nature of high school guidance programs. "I wonder when the last time was that a significant number of guidance counsellors spent time out in the business world during the summer holidays.

"And while the student may worry weeks, even months, over a term paper or exam, the universities draw little attention to the realities of job-hunting, vocation and career planning".

Mr. Currey states that his own university is trying to redirect counselling towards the realities of job-hunting (perhaps by "voluntary seminars" at the university itself), to encourage more interaction between counsellors and groups of students and to shift responsibilities to students early enough so that they will make decisions on their own.

Asked whether the publicity given to the drug issue, "student power" groups and radicals prejudiced employers against youth in general, thereby ignoring the vast majority of "ordinary" students, Mr. Currey responded: "While this publicity hurts summer employment more than those looking for permanent jobs, it certainly has its effects on both".

## Interaction Between Education and Work World

**There are, however, hopeful signs that many corporations are well in tune with the changing times and the new mood of the generation of workers now entering the labour force.**

In the Spring issue of the National Research Council of Canada Newsletter, Leonard Hynes, Chairman of the Board, Canadian Industries Limited, Montreal, writes: "Of all the changes an organization must deal with perhaps the most striking is the change in the nature of the people who work for it.

"While older workers still retain life styles and attitudes they formed in the Thirties and Forties, there is an influx of younger people with attitudes to work that are fundamentally different from those of their parents. Any organization today that fails to understand and do something about it, does so at its peril.

"The young people who enter the work force now are better educated and more aware than those of earlier generations—and there are more of them. They have grown up through what some would regard as a lush period of affluence, such as was scarcely dreamed of by previous generations. Because of this, they are not hungry merely for a pay





# Statistics + Review

## 21

### C1

Volume of conciliation activity, Ontario Department of Labour  
January 1 to March 31, 1970 and 1971

Officer Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending December 31	250	228	277	250	30,678	23,325
Referred during period	474	367	499	498	51,575	58,060
<b>Total</b>	<b>724</b>	<b>595</b>	<b>776</b>	<b>748</b>	<b>82,253</b>	<b>81,385</b>
<i>Disposed of</i>						
Settled by officer	205	140	216	151	24,078	10,661
Referred to conciliation boards	0	3	0	4	0	682
No Boards	212	189	250	287	27,404	32,257
Lapsed	11	5	11	9	228	166
<b>Total</b>	<b>428</b>	<b>337</b>	<b>477</b>	<b>451</b>	<b>51,710</b>	<b>43,766</b>
<b>Pending March 31</b>	<b>296</b>	<b>258</b>	<b>299</b>	<b>297</b>	<b>30,543</b>	<b>37,619</b>

### Conciliation Board Stage

<i>In process</i>						
Pending December 31	1	4	8	4	3,644	10,231
Referred during period	0	3	0	4	0	682
<b>Total</b>	<b>1</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>3,644</b>	<b>10,913</b>
<i>Disposed of</i>						
Settled during hearings	1	1	8	1	3,644	150
Board reported "no settlement"	0	3	0	3	0	10,081
<b>Total</b>	<b>1</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>3,644</b>	<b>10,231</b>
<b>Pending March 31</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>682</b>

### C2

Voluntary mediation provided by Conciliation and Mediation Services \*  
January 1 to March 31, 1971

	Disputes	Employers	Employees
<i>Disputes in which no strikes occurred</i>			
Settled during mediation meetings	30	36	4,234
Settled by parties following mediation	1	1	275
Pending March 31, 1971	1	1	30
<b>Total</b>	<b>32</b>	<b>38</b>	<b>4,539</b>
<i>Disputes in which strikes occurred</i>			
Settled during mediation meetings	12	12	4,815
Lapsed or withdrawn	1	1	50
Pending March 31, 1971	2	2	280
<b>Total</b>	<b>15</b>	<b>15</b>	<b>5,145</b>
Total mediation cases dealt with	47	53	9,684

\*Voluntary mediation reported by mediators.

**LB1****Number of cases dealt with monthly by the Ontario Labour Relations Board  
January, February and March 1971**

Type of case	Received							
	January		February		March		Total	
	1971	1970	1971	1970	1971	1970	1971	1970
Certification	54	110	62	78	89	81	205	268
Termination	3	5	6	10	3	9	12	24
Successor status	—	1	2	2	2	2	4	5
Strike unlawful	2	11	10	5	2	2	14	18
Lockout unlawful	1	—	—	—	—	2	1	2
Prosecution	23	18	8	18	16	10	47	46
Section 65	8	14	13	17	7	12	28	43
Miscellaneous	11	14	3	7	34	5	48	26
<b>Total</b>	<b>102</b>	<b>173</b>	<b>104</b>	<b>137</b>	<b>153</b>	<b>123</b>	<b>359</b>	<b>433</b>

Type of case	Disposed of							
	January		February		March		Total	
	1971	1970	1971	1970	1971	1970	1971	1970
Certification	61	78	57	76	67	57	185	211
Termination	3	7	5	7	5	9	13	23
Successor status	—	—	1	2	1	2	2	4
Strike unlawful	5	2	7	9	1	3	13	14
Lockout unlawful	1	—	—	—	—	1	1	1
Prosecution	11	4	30	17	5	14	46	35
Section 65	10	13	11	10	7	15	28	38
Miscellaneous	6	7	9	13	8	5	23	25
<b>Total</b>	<b>97</b>	<b>111</b>	<b>120</b>	<b>134</b>	<b>94</b>	<b>106</b>	<b>311</b>	<b>351</b>

**LB2****Number of cases dealt with by the Ontario Labour Relations Board  
April 1, 1970 to March 31, 1971**

Type of case	Number received		Number disposed of	
	1970-71	1969-70	1970-71	1969-70
Certification	1,016	1,046	1,065	999
Termination	75	89	82	83
Successor status	22	30	22	52
Strike unlawful	71	57	74	53
Lockout unlawful	5	6	5	6
Prosecution	175	146	178	141
Section 65	146	173	155	176
Miscellaneous	120	74	92	77
<b>Total</b>	<b>*1,630</b>	<b>1,621</b>	<b>*1,673</b>	<b>1,587</b>

\* Preliminary

**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year (1)**

<b>Apprentices</b>	<b>1964-65</b>	<b>1965-66</b>	<b>1966-67</b>	<b>1967-68</b>	<b>1968-69</b>	<b>1969-70</b>	<b>1970-71</b>
Active apprentices at end of period							
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	15,640
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,506
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,146</b>
Registrations during the period							
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	4,930
In non-regulated trades	948	838	1,551	1,135	876	1,164	1,041
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,450</b>	<b>6,400</b>	<b>7,009</b>	<b>5,971</b>

(1) Fiscal year starts April 1, and ends March 31

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1969, 1970 and 1971**

<b>Month</b>	<b>Regulated Trades</b>			<b>Non-Regulated Trades</b>			<b>Total</b>		
	<b>1969</b>	<b>1970</b>	<b>1971</b>	<b>1969</b>	<b>1970</b>	<b>1971</b>	<b>1969</b>	<b>1970</b>	<b>1971</b>
January	511	571	428	103	136	68	614	707	496
February	485	378	348	70	106	77	555	484	425
March	416	577	449	58	122	61	474	699	510
April	419	335		97	75		516	410	
May	392	337		62	94		454	431	
June	427	297		63	80		490	377	
July	363	387		75	62		438	449	
August	446	256		63	36		509	292	
September	485	446		59	184		544	630	
October	648	557		113	139		761	696	
November	534	477		140	75		674	552	
December	605	613		128	90		733	703	

**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1971**

<b>Month</b>	<b>In training at end of previous month</b>	<b>Added during month</b>	<b>Discontinued during month</b>	<b>Completed during month</b>	<b>In training at end of month</b>
	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>
January	2,197	321	48	249	2,221
February	2,221	856	80	596	2,401
March	2,401	793	256	771	2,167
April					
May					
June					
July					
August					
September					
October					
November					
December					

\*\*Occupational Training of Adults Act of 1967.



## International Award Winner

Since its inception in 1966, under the direction of its first Editor, Mr. J.W. Preiner (now Director of Information Services for the Department of Labour), Task has been winning awards from Switzerland to Stratford, Ontario.

The most recent award of excellence (reproduced here) was presented to the magazine's present Editor, Peggy Butler, on June 4 at the close of the national convention of Corporate Communicators Canada, formerly known as the Canadian Industrial Editors' Association, at Stratford, Ontario.

The three issues of Task submitted for the Corporate Communicators Canada award program dealt with the problems of the older worker. They have since been reprinted in one booklet for use by the Ontario Human Rights Commission. The first of the articles was reprinted last November in The Labour Gazette, published in English and French by the Canada Department of Labour, and the remaining two will appear in the Gazette this summer.

This summer the December, 1970 issue of Task will hang at "Man and His World" as part of a national design competition (the magazine's designer is William Newton, Newton Publishing Ltd., Toronto). The September, 1970 issue travelled across Canada in an exhibition sponsored by the Canadian Royal Academy of Arts. And in 1968 Task won more Canadian awards for design excellence than any other magazine of its class in the country.



© 1971 Corporate Communicators Canada. All rights reserved. Printed in Canada.

## Corporate Communicators Canada 1971 Award of Excellence

Presented annually for  
the most outstanding  
corporate communication  
program in its category

Category / Magazine 2

Communication / Task

Editor / Peggy Butler

Publisher / Ontario Department of Labour



(Continued from page 8)

packet; they are determined to achieve broader satisfactions from life".

Mr. Hynes goes on to say that in the past an individual sought such things as meaning, purpose and identity in private life. Today, the educated young are demanding these things in their working environment.

"And who can blame them? In the past, for reasons that need not concern us now, the possibility of a man or woman holding down a job that gave him a chance to realize the larger part of his capabilities was remote. That need not be so today; in fact it should not be the case.

"We cannot allow the best brains of our country to go to waste. Large corporations need to make use of this talent. Corporations, to play their proper role in future society, will have to develop worthwhile environments for young people entering the work force. There are all kinds of problems and challenges in the business world which, when taken up, can provide interesting and rewarding careers. But aside from this, we must realize that one of the vital problems all managers face is that of ensuring a capable succession".

### Three Equal Periods

In the academic world, too, there is evidence of a growing awareness of the need for a greater interaction between the educational system and the labour market, so that students are better prepared for the realities of the work world.

In Toronto, for instance, an increasing number of schools are taking part in a program of work-experience weeks for their Grade 12 students in business subjects who plan to take up employment straight after graduation. During their final year, these students spend a week gaining actual office experience with firms participating in the program. This year 36 schools have placed over 200 such students for work weeks with the 14 departments of the Ontario Government. North York School Board, which runs 43 schools, has for the past six years had a special office to co-ordinate their program and their students are placed for two-week periods.

And the University of Waterloo over ten years ago introduced a formula known as the co-operative curriculum in order to forge a bond between the academic community and the world of business. This project, which was the first of its kind in Canada, has been extended from the Faculty of Engineering and now includes students of mathematics, physical education and architecture. The experience with engineering students is described in the December,

1970 issue of The Labour Gazette, official journal of the Canada Department of Labour.

"The principle behind co-operative education is that there should be no separation of academic programs and work experience. Both are pre-requisites to a sound education and should be present in the student's formative years.

"The university year at Waterloo has therefore been extended to a full 12 months divided into three equal periods; the student normally spends one term off campus on a work assignment, the following term in the classroom, and then repeats the cycle. Although engineering students begin and end their undergraduate careers together on campus, in the intervening years they are split into two streams so that one group can undertake a work term while the other returns to class.

"Unlike many American institutions utilizing the co-operative system, placement is restricted to work offering experience relevant to the student's curriculum. Placement is one of the responsibilities of the Department of Co-ordination and Placement. This Department attempts to maintain a liaison with approximately 1,200 co-operative employers and with faculty, administration and students."

Although there have been problems in applying the co-operative curriculum principle, it is not only the students who benefit from such a program—it gives participating firms a chance to spot talented young engineers early in their undergraduate years, to assess them on the job, and to attract them back as graduates with proven business experience.

"The skills from the Waterloo program are considerably more marketable than those of graduates from non-co-operative programs", says the article in The Labour Gazette. "Because Co-ordination and Placement has attempted to limit work-term experience to useful projects, the students usually emerge with a strong preference for a particular engineering specialty and choose their first jobs accordingly. Employers find that they fit into permanent staff positions more quickly".

Government, too, is playing a bigger part in helping young people fill their role in the work world of tomorrow. The Ontario Department of Labour, through its Industrial Training Branch, now operates an apprenticeship program for more than 100 trades and currently has over 19,000 apprentices in training.

The Branch has 11 resident counsellors in Toronto and 88 throughout the Province, each of whom is a fully qualified tradesman

in one or more of the trades included in the program. In the past year alone, the counsellors at head office handled 25,000 interviews, including applications from would-be apprentices and requests from tradesmen who received their training outside Ontario and are required to satisfy the standards laid down by the Department before they may work at their trade in Ontario.

### Battery of Tests

The majority of the apprenticeship courses need at least a Grade 10 or equivalent level of education. This presents a hardship for many newcomers and for school-leavers who cannot produce proof of an "equivalent level".

For this reason, as far back as 1966 a battery of standardized psychological tests was introduced by the Branch in a joint effort with the Department of Education through the community colleges to establish applicants' knowledge of English, mathematics and mechanical reasoning, to find out whether an applicant was suitable for inclusion in an apprenticeship course and, if an academic or other weakness was uncovered, to offer guidance and information to such applicants.

Since the inception of the project, nearly 12,000 tests have been carried out at 18 testing centres throughout Ontario, with an average of 63 per cent of the applicants passing.

"Many of those who entered the apprenticeship program after taking these tests have turned out to be excellent at their trades and we've had glowing letters from employers that they were the best apprentices they'd ever had", says Mr. Ted Farmer, co-ordinator of progressive achievement testing for the Industrial Training Branch.

Mr. Farmer, who has been involved with the project since its inception, himself served an apprenticeship as a machinist, worked as a journeyman, became a plant superintendent and then switched to marine engineering before joining the Department of Labour. "Our aim with progressive achievement testing is to see how many people we can get into apprenticeship, based on their capability, not to see how many must be kept out because they may not have the necessary official proof of education.

"Research is now also being carried out in the field of predictive testing, which may prove to be a more effective method of implementing the scheme, and the whole question of an arbitrary educational



requirement for apprenticeship is being re-examined".

The Branch's counsellors visit secondary schools, both the straight academic ones and those which are trade-oriented or composite, to discuss the Department's apprenticeship program with school guidance counsellors and keep them informed on developments in the labour market and changes in industry's skill requirements. But, as is pointed out by Mr. Eric Lucas, Administrator of Operations for the Industrial Training Branch, it is often difficult for school guidance counsellors to keep up with the rapid advances taking place.

"It is therefore more important than ever before for us to have a closer liaison with the guidance counsellors and to speed up and improve communications between our operation and the school system so that students can receive the best advice and information well before they have to make up their minds about entering a trade".

A pilot project run by the Operations Section of the Branch in May and June has already started to bridge this "communications gap". Nine representatives from the school boards of Metro Toronto spent a full day in the Branch, to learn for themselves the aims and objectives of the Department and the implementation of The Apprenticeship and Tradesmen's Qualification Act. The visitors were told of the services available under the apprenticeship program throughout the Province and spent a couple of hours observing the Branch counsellors conduct interviews with applicants.

"All our visitors were immensely impressed by the magnitude of our operation and by the services provided by the Branch to people coming in for information and guidance", says Mr. Harold Powell, special projects officer who helped organize the program.

"One of them said he intended to write to his department head suggesting that students who normally attend teachers' college for three summers should spend one of those summers working in the Industrial Training Branch to gain practical knowledge of the kind of problem faced by students applying for apprenticeship".

### "Hire a Student"

As a result of this successful pilot project, the Branch will launch an extensive program in the fall of regular visits by guidance counsellors to the district offices of the Department as well as to head office in Toronto. "It has already been indicated to us that some boroughs would like some of their technical directors as well as their



guidance counsellors to participate", says Mr. Lucas.

And to help both high school, college and university students find work during the summer vacation, the Ontario Department of Labour has participated in a highly organized student summer employment campaign in co-operation with the Canada Department of Manpower and Immigration for the past three years. These jobs are not only needed by the vast majority of students to help pay for their studies but they provide valuable work experience which will stand the students in good stead when they enter the permanent labour force.

Although it is difficult to estimate how many students will be job-hunting this summer, Manpower figures, based on a survey of 17,000 college and university students across the country, showed that 89 per cent of those who sought jobs last year found work. In 1970 the Provincial Government hired more than 11,000 students for summer jobs and it is expected that the figure will be higher this year.

Since March 22 billboards and newspapers across the Province have carried the message: "Hire a student—your most important summer investment". And this year the Ontario Government's publicity campaign included a special kit, containing pamphlets, posters and advice on "how to go into business this summer", suggesting ways—cutting grass, walking dogs, washing windows—in which students unable to find summer employment could make jobs of their own.

To help beat the summer job crisis, the Federal Government launched an Opportunities for Youth program, calling for student-inspired ideas. Thirteen thousand proposals flowed in over a few weeks. The government selected 2,000 projects and increased its original budget for the program from \$14.7 million to \$24.7 million.

Under the program, 50 French-speaking Quebec students will teach English students in Montreal about French culture; four young Italian-speaking law students will set up a legal advice service to provide free information for members of Toronto's Italian community; Indian students on the Saugeen River Reservation will be hired to excavate an historic site which is being eroded by the river, in order to save relics that might otherwise be lost; 16 Ryerson home economics students will set up a course in household economics in the Regent Park low-income housing complex in downtown Toronto; in Alberta some 1,300 students are forming the first "ecology corps" and, under the direction of the Provincial Lands and Forests Department, will beautify towns by planting trees, fixing up boulevards and playgrounds and will study the habitat of wild life; in Vancouver a student group will be drivers for the city morgue.

### To Develop Potential

According to an article in the Ottawa Citizen on June 5, a research project carried out by personnel of the Canadian Research Centre for Anthropology at Saint Paul University indicates that one of the major problems facing unemployed youth is their lack of an adequate and realistic understanding of how Canadian society works and how they can identify their roles in that society.

The researchers found that most of the young people interviewed did not want to "drop out" of society, but desperately wanted opportunities to develop their potential. "Youth employment must be highly future-oriented, and program development in this field must be such as to leave a great deal of choice to young people in terms of their individual personalities", say the researchers.

And, they conclude, the projects submitted to the Federal Government's Opportunities for Youth program this summer are a "dramatic example" of the way young people view possible employment in the future.

Few thinking people have any doubts that our world and society is changing, and changing fast. Perhaps there is still time to bring the young in to work with, and not against, us to make those changes positive and of meaning to the generations yet to come.

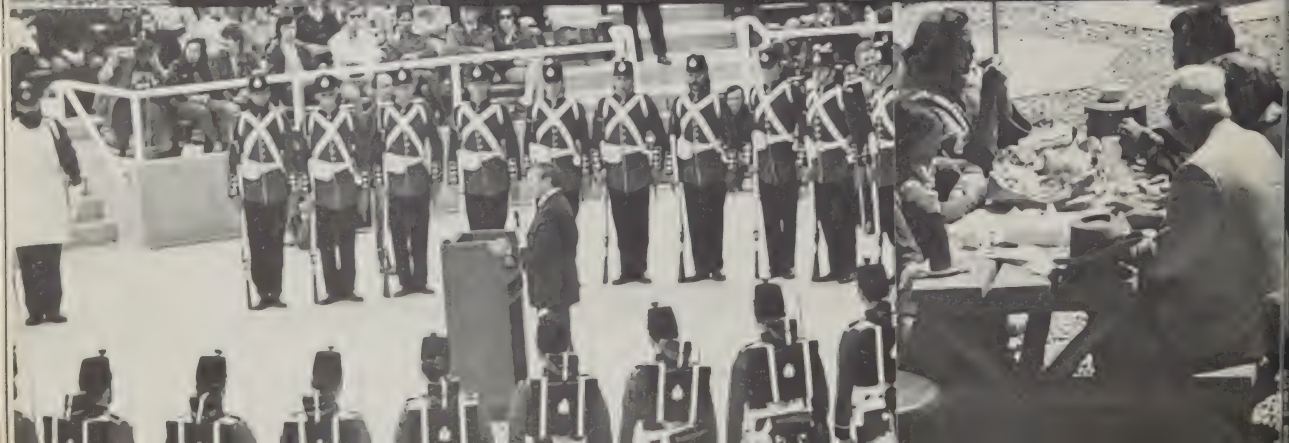
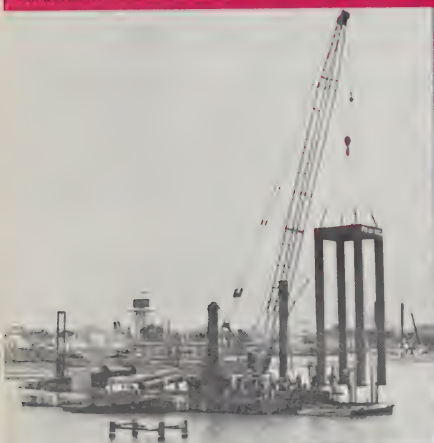


# Ontario Place on the water for people



Photographs by  
John Zugac and Jack Marshall

Just two years after the idea was conceived, Ontario Place, a showcase featuring the people and places of Ontario, opened on May 22. Two islands, totalling 46 acres, were created using 2½ million tons of fill from Toronto excavations. The entire site covers 96 acres. The domed 800-seat Cinesphere contains some of the world's most sophisticated





projection equipment while the canopied outdoor Forum can seat 8,000. Scattered throughout the islands and the five pods suspended over the water, there are exhibits, boutiques, restaurants and beaches to add to people's enjoyment.





## Excellent Response to Equal Opportunities Act

**Women's Bureau is handling 300 inquiries a month from both employers and employees on rights and obligations**

Initial reaction to The Women's Equal Employment Opportunity Act, 1970, which came into effect on December 1, 1970, has been one of great interest according to Dr. Lita-Rose Betcherman, Director of the Ontario Women's Bureau which administers the Act. This response comes not only from workers who wish to know their rights under the legislation, she says, but also from companies and unions who want information on how their policies can be brought into line with the provisions of the legislation.

"This response was an unforeseen development, although very welcome," says Dr. Betcherman. "We are extremely pleased that the companies and unions have taken advantage of the advisory service offered by the Bureau.

"The truth of the situation is that women have been relegated to the tinkering jobs in industry and the humdrum jobs in business. It's a waste of human resources."

This is the problem that the Act is designed to remedy. The Equal Opportunity Employment Act, which applies to companies employing six or more people, prohibits discrimination because of sex or marital status in recruitment and hiring, training and apprenticeship, transfer and promotion or dismissal. Jobs may no longer be labelled as "male" or "female" or advertised as such.

While the Act is primarily intended to correct the prevalent discrimination against women, it applies also to male workers. The

intent is to open all jobs to qualified applicants of both sexes.

Telephone and written inquiries to the Women's Bureau regarding provisions of the Act average about 300 a month, with almost equal numbers from individuals and employers making up the bulk of these. Other inquiries come from unions, employment agencies and the advertising media.

Approximately 150 complaints, both formal and informal, have been received by the Bureau since the Act was put into operation. Informal complaints are often the result of a lack of awareness regarding provisions of the Act and are cleared up with a telephone call or a visit by one of the Bureau's officers. In some cases, however, the complaint is not so easily settled and results in a formal written complaint being laid.

A formal complaint may result in the formation of a Board of Inquiry, which has quasi-judicial status, to consider the matter. So far this action has not been necessary to settle any complaint.

The legislation allows for exemptions on the grounds that some jobs cannot be done by a worker because of sex or marital status. This could involve jobs requiring too great physical strength for a woman or requiring that workers have great mobility, which might not be possible for a woman with a family. But the approach to exemptions is very much on an individual basis.

### Higher Aspirations

Job recruitment and hiring practices are the main source of complaints to the Bureau. These complaints come from both men and women, reflecting the changes which have occurred in the labour market. Higher educational attainments by women today have led them to have higher aspirations and they are trying to move into jobs which were previously regarded as male preserves. Also, men are becoming more interested in previously all-women occupations such as nursing or clerical positions.

Second in volume are complaints relating to job classification as "male" or "female", whether set out in contracts or implied by tradition, and the existence of separate seniority lists for men and women. The separate lists have meant that women who had seniority over men have been barred from applying for the higher-rated "male" jobs or have been laid off before men with less seniority because the union and the employer felt that women could not handle the job of men they should have been qualified to "bump".

Third in the list of complaints handled are those dealing with pregnancy and maternity

leave. This section of the Act is the source of the greatest number of inquiries, demonstrating that many of today's women workers are combining a career with that of raising a family.

The Act provides for a maternity leave of 12 weeks for employees with one year's service or more and prohibits dismissal because of pregnancy. This section of the Act applies to companies having a total work force of 25 or more.

The employee must obtain a medical certificate from her doctor showing the expected date of the birth. She may then begin her pre-natal leave at any time within the six weeks prior to the estimated date of the birth. Her employer may require her to take a longer leave if it can be established that her pregnancy is interfering with her work.

The Bureau tries to help employers realize that by holding the job open for the worker, the employer can continue to take advantage of her skills and reliability. To replace her on a temporary basis, the Bureau has at times suggested the hiring of recently retired personnel or workers who had left the labour force in the past and who wanted a chance to brush up their skills before returning to work full time.

Dr. Betcherman sees the Act as an educational device which will re-align thinking with regard to classification of jobs. Prior to the passing of the Act, she says it was generally accepted that there were "men's" jobs and "women's" jobs, because it had always been that way.

"It is tradition we are up against here, not the acts of malicious people. Men do not consciously discriminate against women in filling positions, it's just that they're following tradition. It's these traditions that we have to change, and the answer to that is education."

The intent of the Act is to give women equality, not place them in a privileged class, Dr. Betcherman says. This acceptance of equality will allow every worker to seek the job that is in line with their abilities and interests.

She also sees the Act as being self-eliminating.

"When the concept of equal opportunity is fully accepted by management, unions and the workers themselves, then the legislation will become a dead letter."

# People and Events

## Executive Assistant to Minister

Mr. William M. Robbins, 31, has been appointed Executive Assistant to the Minister of Labour, the Hon. Gordon Carton, QC. He was born in Hamilton, where he attended elementary and secondary schools. He graduated from Queen's University in Kingston in 1963 with a Bachelor of Science degree in Electrical Engineering.

In the fall of 1963 Mr. Robbins joined IBM in Montreal, where he spent three years as a systems engineer in the firm's data processing division. While with IBM, he attended extension courses at Sir George Williams University and received a Bachelor of Arts degree, majoring in English and fine arts. In 1966 he returned to Queen's for a Master's degree in Business Administration, specializing in finance and operational research.

After graduation he joined the management consultant firm of Kates, Peat, Marwick and Co. as a consultant working in management sciences, electronic data processing and planning, programming and budgeting systems. As a member of the firm, he worked with several agencies both in Canada and internationally, including the United Nations, the Federal Department of Transport and various private companies.

Mr. William M. Robbins, Executive Assistant to the Minister of Labour.



**Capsule news about people and events in and around the world of labour in Ontario.**

## Executive Director of Manpower Services

Mr. Donald E. Hushion, 33, has been appointed Executive Director of Manpower Services for the Department of Labour. He will supervise the Manpower Services Division, encompassing the Industrial Training Branch, the Employment Standards Branch, the Women's Bureau and the Office of the Athletics Commissioner.

From 1964 to 1966 Mr. Hushion worked in the Labour Standards Division of the International Labour Organization in Geneva, Switzerland. In 1966 he returned to Canada and was appointed to the Board of Trustees of the Maritime Transportation Unions.

In January, 1966 Mr. Hushion was appointed Executive Assistant to the Deputy Minister of the Federal Department of Labour.

Since the fall of 1969 he has been involved in the Federal Government's Career Assignment Program, dealing with industrial relations, organizational development and personnel systems. He is currently a member of the Task Force on the Utilization of Human Resources.

A bilingual native of Montreal, Mr. Hushion graduated from Loyola College with a Bachelor of Arts degree in 1960. He received his Bachelor of Civil Law degree from the McGill University Law School in 1964 and was admitted to the Quebec Bar in 1969.

Mr. Donald E. Hushion, Executive Director of Manpower Services for the Department of Labour.



**Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## New Publications

A number of publications have recently been prepared by the Department and are available through the Information Services Branch:

A new leaflet published for the Industrial Training Branch entitled *Steps to Opportunity* describes Ontario's Industrial Training Program. The pamphlet outlines the Apprenticeship Training Program, explaining entrance qualifications, counselling services available to the applicant and the operation of the program. It also describes the short-term, on-the-job training program and the Modular Training System which combines "blocks" or "modules" of common knowledge with "blocks" or "modules" of additional skills needed for specialized job functions.

Nine new pamphlets have been prepared for use by the Industrial Training Branch in administering apprenticeship programs in the trades of *Brick and Stone Mason, Cement Mason, Painter and Decorator, Plasterer, Air-Conditioning and Refrigeration, Electrician, Plumber, Steamfitter and Chef*.

# View from the House

Designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained from the Department's Information Services.

## The Apprenticeship and Tradesmen's Qualification Act

Changes made to Regulations governing The Apprenticeship and Tradesmen's Qualification Act, 1964 now make certificates issued in trades requiring compulsory certification valid for a two-year period.

Prior to this change, tradesmen were required to renew their Certificates of Qualification annually during a specific time period. Now certificates will be valid for two years, expiring on the worker's birth date.

The change will eliminate the peak-period work load on the Department, since renewals will be distributed throughout the year instead of being concentrated in shorter periods. The distribution of the work load will also benefit tradesmen, who will receive faster processing of their renewal applications.

Trades covered by compulsory certification are: air-conditioning and refrigeration, electrician, plumber, sheet metal worker, steamfitter, barber, hairdresser, watch repairer, alignment and brakes mechanic, auto body repairer, fuel and electrical systems mechanic, motor vehicle mechanic, transmission mechanic, motorcycle mechanic and truck-trailer mechanic.

## Construction Safety Act Amended

Amendments to The Construction Safety Act require that covered walk-ways with roofs capable of supporting 50 pounds per square foot be constructed for pedestrians when construction or demolition projects are within 15 feet of a sidewalk or public walk-way.

A covered walk-way is not required when a project is 15 feet or more from a public walk-way, although such projects must be protected by a fence at least six feet high if there is a potential danger to pedestrians.

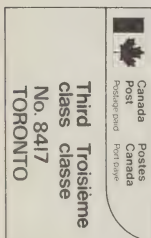
## Athletics Control Act Amended

Changes announced in The Ontario Athletics Control Act have revised licence fees charged to promoters of boxing contests. Fees will range from \$500 to \$50, depending on the seating capacity of the scene of the bouts.

Other changes will allow the promoters of amateur boxing events to stage the contests under International Amateur Boxing Association rules and will allow women to take part in professional or amateur wrestling events.

## New Legislation Presented by Labour Minister

Labour Minister Gordon Carton discusses new Legislation with Deputy Minister Thomas Eberlee. During the month of June Mr. Carton presented the Department's estimates to The Standing Legal Administration Committee, introduced in the Legislature a new Energy Act and a new Industrial Safety Act and piloted through the Cabinet changes in Regulations under The Construction Safety Act and The Athletics Control Act.





News from the  
Ontario Department of Labour

Volume 6 Number 3  
Fall, 1971

# Task



# Task

News from the  
Ontario Department of Labour

Volume 6 Number 3  
Fall, 1971

- 3 50 Workers are 50 People
- 9 Statistics and Review
- 13 Hire-a-Student Campaign
- 17 Department Moves  
to New Offices
- 19 People and Events
- 20 View from the House



Hon. Gordon Carton, QC  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
T.M. Eberlee  
*Deputy Minister*

D.E. Hushion  
*Executive Director,*  
*Manpower Services*

H.Y. Yoneyama  
*Executive Director,*  
*Safety and Technical Services*

M.K. Dibble  
*Executive Director,*  
*Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*



50  
workers  
are  
50  
people





***A year ago the Ontario Government introduced legislation under The Employment Standards Act requiring employers to give the Minister of Labour advance notice of mass terminations of employment. The objective of the legislation, which came into effect on January 1, 1971, is to allow adequate time for workers to adjust to the prospect of termination.***

"We are constantly concerned with the thought that 50 workers are 50 people". This statement was made recently to the Editor of Task by Mr. Deryck Adamson, senior officer of the Canada Manpower Consultative Service in Toronto, during an assessment of how the legislation to ease the impact of mass lay-offs is working in Ontario.

It could, however, serve as the sober banner of all those who are involved with helping to minimize the disruptions that are inherent in the shut-down or part-closure of a firm — the framers of the legislation, the officers of the Department of Labour who administer it, the management personnel of companies faced with the decision of having to lay off large numbers of workers and the Canada Manpower Consultative Service itself, the advisory body on adjustment programs to meet industrial change with which the Department of Labour is co-operating closely.

In the case of mass lay-offs or plant shut-downs, the new regulations stipulate that an employer shall not terminate the employment of 50 or more workers (or 10 per cent of his work force) in any four-week period without providing written notice to the employees and to the Minister. Eight weeks' notice is required where 50 to 199 employees are to be dismissed; 12 weeks' notice for 200 to 499 employees; and 16 weeks' notice for 500 or more employees.

The legislation applies to all industry, except construction, and includes the Crown, its agencies, municipalities and

school boards. But the notice requirements do not apply to seasonal or intermittent employment, short-term lay-offs, legal strikes or lockouts or in other cases where lengthy notice would not be possible.

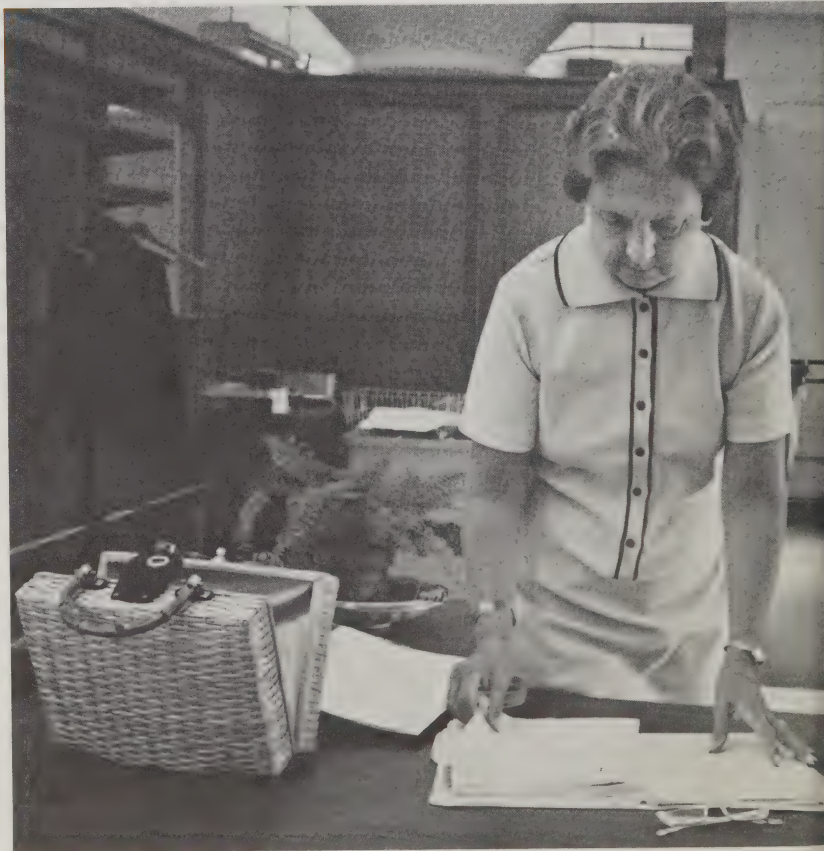
Where a company lays off large numbers of workers for a period of less than 13 weeks, it does not have to give advance notice to the employees nor is it required to inform the Department of Labour. An extension to 20 weeks may be granted upon application but if the lay-off period continues after that the regulations come into effect and the company must pay the workers in lieu of notice.

The aim of the advance notice of lay-off is to help workers adjust to the change by giving them more time to find other employment and to take advantage of various programs provided by the Federal and Provincial governments to assist the unemployed, including training and retraining projects, mobility grants and job placement services. To achieve this end, the Department of Labour attempts to ensure that appropriate

measures are adopted by employer and employee, either on their own or in collaboration with the Canada Manpower Consultative Service, to mitigate the effects of the anticipated termination.

The firm is advised on setting up a joint labour and management committee to develop a private program for its own employees. Where a manpower adjustment committee is established under the auspices of the CMCS, it works under a non-affiliated chairman (usually a retired businessman or former union executive). After gathering information about the employees and their qualifications and the job situation in the area, this committee is in a position to help the affected workers make the best possible adjustments.

"As far as observing the notice requirements of the legislation is concerned, we are very satisfied with the high degree of co-operation we are getting", says Mr. D.A. Watson, the Employment Standards Branch auditor who is working as liaison officer for the government Inter-Departmental



Committee on Terminations and Plant Closures in administering the program.

Although it is difficult to arrive at accurate facts and figures because of the complex nature of the subject, statistics gathered between July 1 and September 30, 1971 show that in that period a total of 38 notifications of intent to lay off 50 or more workers was received by the Department. Of these, 22 were part-closures (the shutting down of plant processes or branches, or moving to new locations) and 16 were going completely out of business. The total number of workers affected was 4,606 and 28 manpower adjustment committees were formed in conformity with the Department's suggested procedure.

"What is especially gratifying is that a number of firms have notified us even where they are laying off less than 50 workers, thus showing that industry is adhering to the spirit and not just the letter of the law", says Mr. Watson. Before joining the Department of Labour nearly three years ago, he had 18 years as a service and plant manager and also ran his own business.

"It must be added that there are some 'grey areas' in observing the legislation which will have to be tested in court and may result in certain changes to the regulations.

"There have been companies which have got round the advance-notice requirement by laying off less than 50 workers at intervals not covered by the law. Some bigger firms, with more than 500 workers, have also succeeded in effecting mass lay-offs without conforming with the legislation by taking advantage of the 10 per cent regulation and laying off large numbers of workers in phasing-out programs.

"This form of evading the intent of the legislation in helping to ease the impact of mass lay-offs on workers is fortunately, however, the exception rather than the rule".

## ***Government agencies encourage and assist management and labour to develop private adjustment programs to minimize hardship and disruption suffered by workers and their families as result of shut-down or part-closure of a plant.***

Many people do not understand that the Ontario Department of Labour has no direct responsibility for employment as such, even for industries under provincial jurisdiction. Many do not appreciate, or accept, that the limited objective of the advance-notice legislation is to provide an adequate adjustment period, nor do they understand that the role of the Department is limited solely to ensure that adequate notice is provided under the law.

Because many of the Department's activities, such as industrial training and employment standards, relate to and have an effect on employment, this has tended to blur in the minds of the public the roles of different levels of government and of different departments in the manpower area generally.

At the time the legislation requiring advance notice of termination was introduced, the only existing services which could actively assist the parties in seeking out new employment opportunities for those to be laid off were those provided by the Canada Department of Manpower and Immigration through its Canada Manpower Centres and the Canada Manpower Consultative Service.

The Canada Manpower Centres are geared to find employment for those who are registered with them on a first-come, first-served basis and the Canada Manpower Consultative Service was established in 1964 to develop labour adjustment programs for keeping pace with the rapid technological changes taking place in industry. The objective was to provide an agency to encourage and assist management and labour to assume greater responsibility for the development of their own private programs to help workers adjust to change.

The CMCS was set up to give technical advice, consultation and guidance in such programs. As a financial incentive to en-

courage firms to work out adjustment plans to fit the needs of their own workers, the Federal Government undertakes to reimburse 50 per cent of the cost of carrying out such programs.

According to Mr. Deryck Adamson, senior officer of the CMCS in Ontario, the major aim of the Service when it was established eight years ago was to encourage research and advance planning before firms introduced new techniques or equipment so that there would be adequate time and opportunity for the workers, with the assistance of a joint management-labour approach, to adjust to changing skill and other requirements.

"But the state of the economy and new legislation introduced in different provinces has tended to bring an increase in the work we do in assisting workers affected by plant closures and terminations", says Mr. Adamson.

"Here again, we encourage management and labour to get together and use all their skills, abilities and contacts in placing workers in jobs with other firms or in helping them upgrade their qualifications so that they are equipped for different work".

### **Spirit of the Law**

After the Ontario Department of Labour is notified of the mass termination of jobs in a company, representatives from the Department and from the CMCS get into touch with the company concerned and advise on the setting up of a joint committee of management officials and employees selected by the workers to represent them. These committee members select an independent chairman, usually a retired businessman or former trade union executive.

The committee then sets about trying to obtain employment for the affected workers by sending letters, making telephone calls or personal visits to other companies to find job openings. Meetings are arranged between workers in need of placement and prospective new employers. The committee can also recommend retraining for a worker, or it may establish special courses to enable affected employees to improve their education and become qualified for other work.

"A most heartening sign that both sides have accepted the spirit of the law is the



number of companies which have moved to work out adjustments without any help from us", says Mr. Adamson.

"As an example, let me quote the case of a gold-mining company in Red Lake, North-Western Ontario, which had to close, laying off around 100 workers. In accordance with the legislation, the company gave notice to the Department of Labour and we got into touch with them to encourage the setting up of a joint adjustment committee.

"We heard no more from them for a while and assumed regretfully that the company was not going to co-operate. Upon further inquiry, however, we discovered that without asking us for any help they had provided their own employment placement service for their workers, had canvassed the other gold-mining companies in the area and had found jobs for all their employees.

"What is more, they had even arranged for the transfer to the new employers of the ownership of the dwellings which the workers were in the process of buying, so that there would be no disruption in the home-purchase plan that had been established".

#### **Lack of Co-operation**

"This is a good example of employer concern for workers", says Mr. Watson.

"In too many cases, however, committees either are not set up or, if they are, have little success. The cause may be either a lack of co-operation on the part of the employer — there is nothing in the legislation as it stands which states that an employer must set up a committee or establish a specific adjustment program — or lack of interest on the part of labour.

"In one case which comes to mind the committee found 114 job openings but only nine out of the 350 employees who were to be terminated would even go for an interview. This is, of course, an extreme case but it does point to the other side of the coin.

"Fortunately in most cases where committees have been formed they have been generally successful in locating employment opportunities for their workers."

## **Management's concern for welfare of employees and workers' desire to co-operate contributes to success of Scarborough committee.**

The success of the joint management-labour approach, when there is genuine concern for the welfare of the workers on the part of management and a genuine desire to co-operate on the part of labour, is illustrated by the case of the lay-off at Smith-Corona Marchant Limited, in Scarborough.

The plant is part of a subsidiary company of an American firm, established in Canada nearly 40 years ago. For economic reasons it was decided this Spring to discontinue the manufacture of manual typewriters, resulting in the laying off of more than 80 of the 222 workers at the plant.

On May 10, a week after the required eight-week advance notice of termination was given to the Minister of Labour and the employees, a joint committee consisting of two management and two employee representatives was set up. Mr. C. Rose, formerly Secretary-Treasurer of the Bookbinders Union, was selected as the independent chairman and with the guidance of a CMCS consultant the committee worked out an adjustment program for the workers to be laid off on June 28.

A manpower inventory, listing the workers and their skills, was compiled and letters inquiring about job opportunities were circulated to nearly a hundred firms in the Toronto area. Workers wanting to be relocated were interviewed by the committee, meetings were arranged for them

with prospective employers and they were paid for the time they missed while job-hunting.

#### **All Who Wanted Jobs**

The efforts of the committee were so effective that job opportunities had to be turned down in the case of key workers who could have found immediate employment — the company needed their services to remain in production till the actual closing date of the phased-out operation. Around 50 of the laid-off workers had been placed by the time the committee went out of business in September. It was felt that the majority of those still out of work did not really want to be relocated.

"We believe we placed all those who needed and wanted new jobs", says Mr. A.J. Kent, Personnel and Industrial Relations Manager, who with Mr. George E. White, Operational Manager, represented management on the committee.

"A number of the others were married women who would not accept shift work or a cut in pay or could not relocate to a different area because of family commitments. Where their husbands earned good wages, their secondary income was not so important that they were prepared to make the adjustment. We also found that some of the younger unmarried men were not too concerned about job-hunting at the start and were willing to take the summer off".

Mr. Kent came to Canada 15 years ago from England, where he worked as a warehouse manager just outside London. He joined Smith-Corona as an assembly worker and rose through the ranks, in conformity with company policy of promoting from within. He also served as shop steward in the plant for seven years (the plant is now non-union). Four years ago he was promoted to his present job and, by attending



Members of the joint committee at Smith-Corona were (left to right) Mr. George E. White, Operational Manager, Miss Joan Martin, Mrs. Laurie Schindler and Mr. A.J. Kent, Personnel Manager.



night classes, is now in his third year of a five-year course in personnel management at the University of Toronto.

The two workers selected by the employees to represent them on the committee were Joan Martin, who has been with the company for five years, and Laurie Schindler, with a total of 13 years' broken service. Miss Martin was relocated inside the plant when the manual typewriter section closed and Mrs. Schindler was one of those who received notice of lay-off.

"When the committee was first set up we didn't expect much", says Miss Martin.

"There was a sense of hopelessness—jobs were very scarce and the workers felt their chances were pretty slim.

"But working on this committee was very enlightening and I think it is a good thing for government, management and labour to work together like this—you see the problems from the other side and you get an idea of the difficulties that management has to face.

#### Thank-you Cards

"We also learnt that if a person doesn't want to help himself all your efforts may be for nothing. We could have placed more of the workers if they had been willing to take wage cuts or to take jobs further from their homes. On the other hand, we got thank-you cards from some of those we did place".

Mrs. Schindler, who was laid off at the end of June, continued working for the committee. "I was very surprised and pleased at how well it went. I think it shows that when management and the workers get together they can really achieve something".

Her story, too, has a happy ending. After two months on unemployment insurance, there was an opening in another section at the Smith-Corona plant and she was offered her old job back. She is one of about a dozen laid-off workers who have returned as the normal labour turnover has created openings.

"We fully intend to recall more of our workers as conditions improve", says Mr. Kent, who has a list of those who were laid off and are still out of work and keeps in touch with them.

## Vigorous adjustment campaign at Streetsville plant helps workers with special problems

A striking example of how a joint committee carried out its task of helping workers adjust to a plant shut-down with imagination and a positive, practical program is the one established at Society Foods Limited at Streetsville. The plant, which manufactured pet food, was taken over by the Quaker Oats Company of Canada in 1969. In January, 1971 the company informed the Minister of Labour that for economic reasons the Streetsville division would be closed down and the staff of 76 laid off at the beginning of April.

A committee of three management and three employee representatives was established, with an independent chairman, the guidance of a CMCS consultant and the full co-operation of the Quaker Oats Company. As a first step, every worker was interviewed to find out what skills were available, what the employees themselves wanted to do and what the difficulties were in relocating them.

Examination of the manpower data sheets showed that a limited number had highly skilled, saleable qualifications; that some had skills applicable to the canning industry only; that many workers were Portuguese with poor education qualifications and that around 30 of them had a serious language handicap and had difficulty understanding and speaking English.

There were, for example, good hoist operators among the workers to be laid off who could not be accepted in their trade because they could not read or take oral instruction necessary in order for them to perform their duties. There were also older workers who had long service with the firm which had sold out to Quaker Oats and for whom the prospect of getting new jobs looked bleak.

#### A Challenge

In spite of the difficulties, the committee launched a vigorous campaign. Letters appealing for jobs were sent to nearly 500 companies within a 10-mile radius of Streetsville and drew forth over 100 replies. Workers were given time off with pay to go to job interviews and if they had no transportation, the committee arranged for them to go by cab.



Mr. J.D. Dalglish supervises the installation of equipment at the former Society Foods plant at Streetsville. He has leased part of the empty factory and taken on 22 of the laid-off workers to continue the pet food business on a smaller scale.

In addition, to assist those with a language problem, the committee laid on free English classes in the basement of a Streetsville church. Held twice a week, the classes were divided into two to accommodate the needs of shift workers and continued for six weeks. So concerned were the committee members over the difficulty experienced by workers with a language problem that in their final report they recommended that English classes for workers in the area be established on a regular basis.

By the time the committee completed its activities, new jobs had been found for 34 of the 76 workers. Another 14 managed to find employment on their own. Many returned to work without a day's interruption after the plant shut-down.

Speaking of the committee's campaign, Mr. J.D. Dalgleish, the plant manager who served as one of the management representatives, said "it became a challenge to see how many jobs we could get".

Mr. Dalgleish, who had 20 years' service with the plant, has continued to look on what many people would accept as a personal disaster as a challenge. Raising the money with the help of friends, he has leased part of the empty factory and is going to continue the pet food business on a smaller scale and under a new name, Menu Foods Limited.

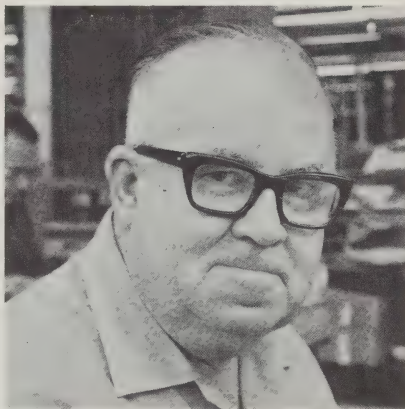
Even a breakdown in health didn't deter him. In mid-August he had a heart attack and spent three weeks in hospital. By the end of October he was back at the plant with a skeleton staff to instal equipment and planned to start production within a few weeks with 22 men on the job — all of them workers the committee was unable to place because of language or age handicaps.

"I think we can point to this as a case-book study of how a joint management-labour committee can work to alleviate the hardship and disruption which can be caused in a community by a shut-down", says Al Watson, of the Department of Labour's Employment Standards Branch.

## ***Aim of inter-departmental committee is to help firms forestall shut-downs and so prevent job disruption***

To ensure that the role of government agencies in providing information and assistance to workers who find themselves unemployed because of mass lay-offs is as comprehensive as possible, an inter-departmental committee has been established under the new legislation.

Represented on it, in addition to the Department of Labour, are the Provincial Departments of Education, Social and Family Services, Trade and Development, and Treasury and Economics, as well as the Canada Department of Manpower and Immigration. Chairman of the committee is



Mr. D.E. Hushion, Executive Director of Manpower Services for the Department of Labour.

The main purpose of the inter-departmental committee is in ensuring compliance with the notice provisions of the Act, in notifying other agencies which may be able to help displaced workers and in co-ordinating their activities. But it also aims to assist employers on an informal basis, by giving guidance and advice and enlisting other agencies to offer assistance which could either forestall a shut-down or ease its ultimate impact.

"Although the legislation has been in effect for less than a year, a number of problems have come to light which adversely reflect upon the Department's ability to give effect to the expectations of labour and management arising from the legislation", says Mr. Hushion.

"There is also a general and growing expectation that government should play a more active role in both providing and integrating appropriate forms of adjustment assistance aimed at anticipating and reducing the effects of mass dislocation caused by changes in the economy".

According to Mr. Hushion, the effectiveness of government action is seriously compromised by the fact that existing machinery for integrating the services of various programs which might appropriately be involved is at present fragmented and uneven in quality.

"Our experience over this past year in administering the termination legislation has raised a number of questions which are at present under review by the Minister of Labour. In addition, the inter-departmental committee is examining the broader issue of how to integrate and mobilize the various existing government services in order not only to mitigate the employment effects of mass terminations but to preclude them".



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 22



### C1

Volume of conciliation activity, Ontario Department of Labour  
April 1 to June 30, 1970 and 1971

Officer Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending March 31	294	258	305	297	31,050	37,619
Referred during period	615	719	661	850	66,871	88,431
<b>Total</b>	<b>909</b>	<b>977</b>	<b>966</b>	<b>1,147</b>	<b>97,921</b>	<b>126,050</b>
<i>Disposed of</i>						
Settled by officer	207	233	238	265	17,671	30,067
Referred to conciliation boards	1	1	1	1	8,000	100
No Boards	341	432	351	534	50,503	42,028
Lapsed	9	11	9	11	334	1,400
Mediator	0	1	0	2	0	303
<b>Total</b>	<b>558</b>	<b>678</b>	<b>599</b>	<b>813</b>	<b>76,508</b>	<b>73,898</b>
<b>Pending June 30</b>	<b>351</b>	<b>299</b>	<b>367</b>	<b>334</b>	<b>21,413</b>	<b>52,152</b>

### Conciliation Board Stage

<i>In process</i>						
Pending March 31	0	3	0	4	0	682
Referred during period	1	1	1	1	8,000	100
<b>Total</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>5</b>	<b>8,000</b>	<b>782</b>
<i>Disposed of</i>						
Board reported "no settlement"	0	3	0	4	0	682
<b>Total</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>682</b>
<b>Pending June 30</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>8,000</b>	<b>100</b>

### C2

Volume of conciliation activity, Ontario Department of Labour  
January to June 1970 and 1971

Officer Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending December 31	250	228	277	250	30,678	23,325
Referred during period	1,086	1,086	1,165	1,348	118,653	146,491
<b>Total</b>	<b>1,336</b>	<b>1,314</b>	<b>1,442</b>	<b>1,598</b>	<b>149,331</b>	<b>169,816</b>
<i>Disposed of</i>						
Settled by officer	412	373	454	416	41,789	40,728
Referred to conciliation boards	1	4	1	5	8,000	782
No Boards	552	621	600	821	77,567	74,285
Lapsed	20	16	20	20	562	1,566
Mediator	0	1	0	2	0	303
<b>Total</b>	<b>985</b>	<b>1,015</b>	<b>1,075</b>	<b>1,264</b>	<b>127,918</b>	<b>117,664</b>
<b>Pending June 30</b>	<b>351</b>	<b>299</b>	<b>367</b>	<b>334</b>	<b>21,413</b>	<b>52,152</b>



Conciliation Board Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending December 31	1	4	8	4	3,644	10,231
Referred during period	1	4	1	5	8,000	782
<b>Total</b>	<b>2</b>	<b>8</b>	<b>9</b>	<b>9</b>	<b>11,644</b>	<b>11,013</b>
<i>Disposed of</i>						
Settled during hearings	1	1	8	1	3,644	150
Board reported "no settlement"	0	6	0	7	0	10,763
<b>Total</b>	<b>1</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>3,644</b>	<b>10,913</b>
<b>Pending June 30</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>8,000</b>	<b>100</b>

**C3**  
**Voluntary mediation provided by the Conciliation and Mediation Services**  
**April 1 to June 30, 1971**

	Disputes	Employers	Employees
<i>Disputes carried over from previous months</i>			
Assigned April 1 to June 30, 1971	14	17	2,031
	83	93	22,006
<b>Total mediation disputes dealt with</b>	<b>97</b>	<b>110</b>	<b>24,037</b>
<i>Disputes in which no strikes occurred</i>			
Settled during mediation meetings	35	43	8,035
Settled by parties following mediation	1	1	30
Pending or unsettled	18	20	7,691
<b>Total</b>	<b>54</b>	<b>64</b>	<b>15,756</b>
<i>Disputes in which strikes occurred</i>			
Settled during mediation meetings	23	26	4,162
Settled by parties following mediation	2	2	545
Pending or unsettled	18	18	3,574
<b>Total</b>	<b>43</b>	<b>46</b>	<b>8,281</b>

**C4**  
**Voluntary mediation provided by the Conciliation and Mediation Services**  
**January 1 to June 30, 1971**

	Disputes	Employers	Employees
<i>Disputes carried over from previous months</i>			
Assigned January 1 to June 30	22	22	3,855
	121	140	29,558
<b>Total in process</b>	<b>143</b>	<b>162</b>	<b>33,413</b>
<i>Disputes in which no strikes occurred</i>			
Settled during mediation meetings	65	79	12,299
Settled by parties following mediation	2	2	305
Pending or unsettled	18	20	7,691
<b>Total</b>	<b>85</b>	<b>101</b>	<b>20,295</b>
<i>Disputes in which strikes occurred</i>			
Settled during mediation meetings	36	39	8,907
Settled by parties following mediation	2	2	545
Lapsed or withdrawn	2	2	92
Pending or unsettled	18	18	3,574
<b>Total</b>	<b>58</b>	<b>61</b>	<b>13,118</b>

**LB1****Number of cases dealt with monthly by the Ontario Labour Relations Board  
April, May and June 1971**

Type of case	Received						Total	
	April		May		June			
	1971	1970	1971	1970	1971	1970	1971	1970
Certification	84	107	76	115	97	90	257	312
Termination	6	13	8	12	15	5	29	30
Successor status	1	2	—	3	3	—	4	5
Employer accreditation	1	—	3	—	1	—	5	—
Strike unlawful	5	1	3	11	6	7	14	19
Lockout unlawful	—	—	—	—	—	1	—	1
Direction under Section 107*	1	—	1	—	1	—	3	—
Prosecution	27	6	5	10	64	12	96	28
Section 65	18	12	15	15	15	20	48	47
Miscellaneous**	21	9	5	9	5	9	31	27
Total	164	150	116	175	207	144	487	469

	Disposed of							
	April		May		June		Total	
	1971	1970	1971	1970	1971	1970	1971	1970
Certification	71	119	82	106	88	109	241	334
Termination	4	7	3	6	9	12	16	25
Successor status	1	2	2	1	1	2	4	5
Employer accreditation	—	—	—	—	—	—	—	—
Strike unlawful	—	1	6	7	5	10	11	18
Lockout unlawful	1	1	—	—	—	—	1	1
Direction under 107*	1	—	1	—	1	—	3	—
Prosecution	6	6	9	13	19	12	34	31
Section 65	12	13	10	15	13	17	35	45
Miscellaneous**	8	10	8	11	14	9	30	30
Total	104	159	121	159	150	171	375	489

\* Employer accreditation

\* Direction 107

\*\*Miscellaneous

\* Cases under new section of the Act.

\*\*Includes cases under Section 35(a) of New Act.

**LB2****Number of cases dealt with by the Ontario Labour Relations Board  
January 1, 1971 to June 30, 1971**

Type of case	Number received		Number disposed of	
	1971-72	1970-71	1971-72	1970-71
Certification	462	581	426	545
Termination	41	54	29	48
Successor status	8	10	6	10
Employer accreditation	5	—	—	—
Strike unlawful	28	37	24	32
Lockout unlawful	1	3	2	1
Direction under section 107	3	—	3	—
Prosecution	143	74	80	66
Section 65	76	90	63	83
Miscellaneous	79	53	53	55
<b>Total</b>	<b>846</b>	<b>902</b>	<b>686</b>	<b>840</b>

**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year (1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1st Quarter
								1971-72
Active apprentices at end of period								
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	15,640	15,279
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,506	2,346
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,146</b>	<b>17,625</b>
Registrations during the period								
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	4,930	1,092
In non-regulated trades	948	838	1,551	1,135	876	1,164	1,041	162
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,450</b>	<b>6,400</b>	<b>7,009</b>	<b>5,971</b>	<b>1,254</b>

(1) Fiscal year starts April 1st, and ends March 31st.

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1969, 1970 and 1971**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1969	1970	1971	1969	1970	1971	1969	1970	1971
January	511	571	428	103	136	68	614	707	496
February	485	378	348	70	106	77	555	484	425
March	416	577	449	58	122	61	474	699	510
April	419	335	372	97	75	52	516	410	424
May	392	337	403	62	94	89	454	431	492
June	427	297	317	63	80	21	490	377	338
July	363	387		75	62		438	449	
August	446	256		63	36		509	292	
September	485	446		59	184		544	630	
October	648	557		113	139		761	696	
November	534	477		140	75		674	552	
December	605	613		128	90		733	703	

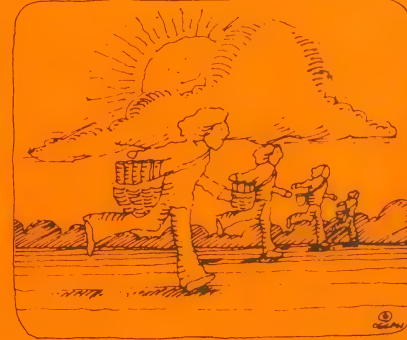
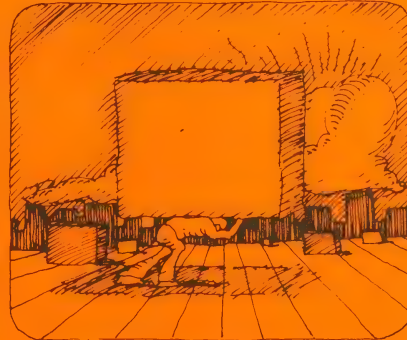
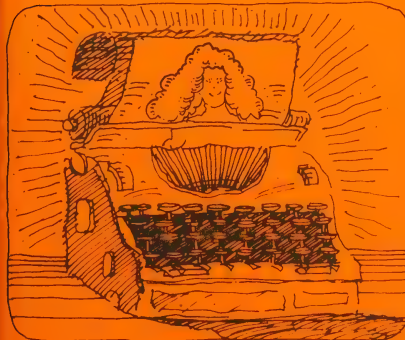
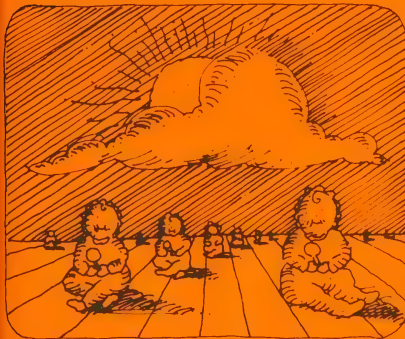
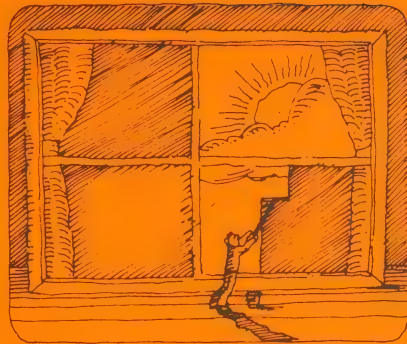
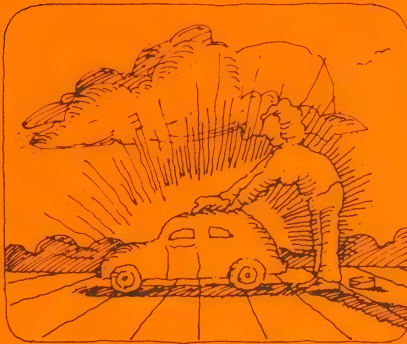
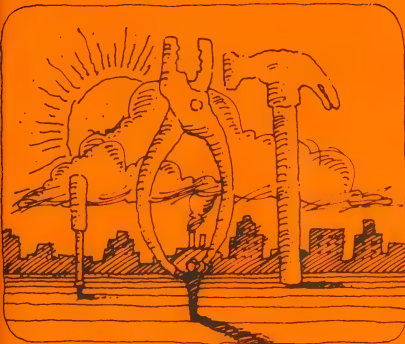
**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1971**

Month	In training at end of previous month	Added during Month	Discontinued during month	Completed during month	In training at end of Month
	Under OTA**	Under OTA**	Under OTA**	Under OTA**	Under OTA**
January	2,197	321	48	249	2,221
February	2,221	856	80	596	2,401
March	2,401	793	256	771	2,167
April	2,167	644	93	269	2,449
May	2,449	406	194	403	2,258
June	2,258	729	164	608	2,215
July					
August					
September					
October					
November					
December					

\*\*Occupational Training of Adults Act of 1967.



**We cut grass,  
sit babies,  
walk dogs,  
deliver things,  
fix things,  
wax cars,  
any job, any size**



## Hire-a-student campaign bridges generation gap

**Department of Labour campaign involves 2,500 Ontario students in self-help projects and proves they are willing to work hard**

**by  
Graham Hughes**

In the late spring of this year, the media gave wide and frequent exposure to dire warnings of student unemployment for the summer to come.

Although there are, as yet, no definite figures to indicate how many students did succeed in finding jobs during the holiday period, indications are that the summer employment picture was relatively bright.

Response to government urgings that industry hire students for summer work was generally good, with the result that more students than expected were able to find jobs in the private sector. In addition, all levels of government opened up job opportunities to students. The Ontario Government alone hired over 14,000 students this summer, an increase of 3,000 over the summer of 1970.

In addition, the Ontario Government provided funds totalling over \$900,000 for new programs which were outside the government service, but which were co-ordinated to some degree by students hired by the several departments involved.

Through these "outside" programs, students across the Province were employed in activities of social benefit. Students Working in an Environmental Enhancement Program (SWEEP) provided 2,000 jobs for students over the age of 18. Working a 40-hour week, these students picked up litter and other debris along roadsides and in Provincial parks. Their activities included tree-planting programs and other conservation practices. Another 220 students were recruited for RSVP (Retardation Summer Volunteer Program) to work in selected hospital schools throughout the Province for an eight-week period, for which they received an honorarium of \$400, and 290 students under the co-ordination of the Department of Social and Family Services worked in homes for the aged, day nurseries and summer camps for the mentally handicapped. The Urban-Rural exchange program offered 4,000 students the

chance of a week's life and work on a farm. In return, the city students will play host in their homes to their counterparts from the rural areas this winter. These programs contributed to the well-being of both the students and those they worked with.

For the third year the Department of Labour administered the Government's advertising campaign to encourage employers to hire students for the summer.

The 1970 campaign aimed at employers was supplemented by an approach to the students themselves which urged them to look for their summer jobs early in the year. Pamphlets on how to look for a summer job were distributed to schools throughout the Province. A booklet describing employment standards for students was printed by the Department and distributed through the co-operation of the Canada Manpower Centres

### Letters to Principals

The aim of the advertising campaign was to acquaint employers with the problems encountered by students of all educational levels in finding summer employment and urged the employers to "Hire a Student". However, a study conducted by the Department of Labour in 1969 showed that secondary school students had an unemployment rate of 20 per cent compared to an unemployment rate of 8 to 10 per cent among post-secondary students.

Accordingly, the 1971 campaign was directed primarily towards helping the secondary school students across the Province find employment for the summer.

With this goal in mind, the Department undertook the second part of the "Hire-a-Student" program. Letters were sent to the





Province's high school principals requesting their assistance in the new project. Four university students were employed by the Department to co-ordinate the operation of the program.

In essence, what was suggested to those who responded to the initial approach was that the students band together to form an organization to provide services to the community that would otherwise not have been available.

One of the co-ordinators, Rod McPhee, pointed out that the Department was "giving help to those groups of students in high schools with the most enthusiasm and who demonstrated a sincere commitment to the program. We had a 40 per cent response to letters sent to high school principals."

The letters sent out by the Department, as well as outlining the proposed program and detailing what assistance would be available to interested students, provided some encouragement in the form of a description of a project organized in two Toronto area schools in 1970 which proved that students could be relied upon to set up and maintain a project on their own.

### Program of Involvement

Letters sent to the presidents of the students' councils of the high schools recommended that "one person, or a committee of persons (perhaps a combination of students and teachers) would set up a program of involvement for unemployed students over the summer. This committee would suggest and check out the feasibility of creating various jobs and projects that students might carry out during the summer."

At the suggestion of the co-ordinators, who aided in the establishment of the groups in schools across the Province, the executive of each group enlisted community support for consultation and advice on the running of the group. This assistance was to be supplied only at the request of the students themselves and usually involved such areas as advertising, acquisition of office space and other items related to the business of running an organization.

The student group at Barrie District North Collegiate was typical of the enthusiastic students attracted by the program. By late August they had filled over 250 job requests. Ten full-time summer jobs had been obtained as a result of the program, and a further 25 students had worked on a fairly steady basis throughout the summer.

Mr. R.A. Wilson, whose firm hired several students to do part-time janitorial and secretarial work, said, "I think the program

was excellent. The kids are all very eager to work."

Among the variety of jobs the Barrie students found themselves engaged in was a two-day voyage for two students hired to take a 20-foot cabin cruiser from one lake to a berth on another lake.

The Barrie organization took full advantage of the news value of their project and subsequent exposure through radio and television interviews, newspaper stories and pictures, and advertising effectively spread the word that these students were ready to work—at any type of job, for any length of time—and undoubtedly contributed to the group's success.

### Safe Workers

The Department gave each group a \$500 grant which was used to subsidize the earnings of the person or persons who manned the office and assigned the jobs.

The Department also arranged for both public and personal liability insurance coverage for the students involved in the programs. Copies of registration forms filled out by each student on joining the group were forwarded to the Department and used as insurance registration forms for the coverage which was provided automatically on registration.

The students have proven to be exceptionally safe, as well as eager, workers. Mr. C.S. Hutchings, Executive Secretary to the Deputy Minister of Labour, reported that, as of the middle of August, there had been only two small accident claims and one liability claim arising from the activities of over 2,500 students.

The 2,500 students were spread over a total of 35 operating "Hire-a-Student" organizations. Only one operation had to be abandoned by the Department after a short period of hit-and-miss operation when it became apparent that the organizers and the workers could not fulfil the requests for the services they offered.



As Rod McPhee pointed out, "We have had some trouble with some of the students being unreliable, but they are a definite minority."

Chesley, a town of 1,800 in Bruce County, proved fertile odd-job territory for 30 area high school students. The group's organizer, Miss Pat Boynton, said that community support was excellent, with assistance coming from the town council, the Chesley Businessmen's Association and the Rotary and Kinsmen clubs.

Chesley Town Clerk, Mr. R. Luckhart, who served as a counsellor to the students, said, "They've done a wonderful job. A lot of the students have found part-time work as a result of the project."

"I think it's a wonderful idea because people seem to co-operate. The longer it operates, the better it is. This is doing something really useful. Most of the kids around here are anxious to earn a dollar or two. The initiative these students showed was quite extraordinary."

This initiative led the group, operating out of offices provided by the Chesley District High School Students' Council, to advertise its services and operate over an area of more than 300 square miles.

### Community Response

In Arnprior the students called their project "The Student Employment Service". Financial backing for the group was provided by the Canadian Legion, Knights of Columbus and the local Ministerial Association.

Bob Knight, one of the four student organizers involved in the project, said that



the financial help provided by these organizations had a great deal to do with the success of the group and that "after a slow start, things picked up quite well".

The Rev. Jerald Hunt, Secretary of the Annprior and District Ministerial Association, said that he was very pleased with the response of the entire community to the activities of the group.

"Locally, jobs seemed to come out of nowhere. Local industry got with it, and a lot of students who were fretting their summers away found work. I think a lot of people's troubles—both employers' and students'—were solved very quickly."

The Reverend Hunt pointed out that while local employers were initially somewhat opposed to the idea of "creating" jobs for students they were not at all sure they could trust, the employment service and other student-directed activities had broken down the distrust.

"Employers discovered that these kids were just as responsible as older people, and that they were willing to work hard."

This breakdown of the "generation gap" was one of the benefits hoped for in the inception of the program—a hope that was realized in many instances.

In Thorold, where about 40 students were involved in the program which had received the support of the town council, the Thorold Jaycees and the Kiwanis Club, the organizers reported that "over all there was a pretty fair response".

Thorold Mayor Cecil Grose was emphatic in his belief that the program had brought benefits to the students involved in the project and to those who had made use of the services offered.

"The students are a very sincere, hard-working and ambitious group. I'm quite enthusiastic about the project and impressed with the results. This program has convinced a lot of people that students are willing to work if only given the opportunity".

Dr. Olga Rodgers, of St. Catharines, who employed five of the Thorold group at a variety of jobs, was also happy with the students' work.

"They were just terrific kids, and good workers. They were polite, hard-working, and they did their jobs well without supervision. I've never used a placement service before, but I will certainly use it in the future. I couldn't speak more highly of them. Long hair, short hair, it didn't matter. My husband and I are also thinking of using some of them for various jobs over the winter months."

The operation of this year's pilot self-help project seem to have been a success in those areas in which groups were formed, but what of the future?

Mayor Grose of Thorold is quite positive. "I would definitely like to see this continued next year."

### Willing to Work

His sentiments are echoed by Hilton Wade, Secretary of the Chesley Businessmen's Association. "It's a good idea. The kids really worked and got behind it. There should be more of it done."

Steve Hutchings, of the Department of Labour, says "If it does go next year, it will be in a different form. There are a lot of things we've done wrong in this pilot project, but we have learned from our mistakes and would make some changes to improve the organization and operation of the groups."

Whether the program does run again next year may be determined, at least in part, by a survey conducted by the four co-ordinators in their respective districts.

The survey asked the students themselves whether they felt the program had been effective and what changes might be made to make for better future programs.

Whether the program will be carried on next year or not, at least one of the stated objectives of this year's campaign has been achieved. Members of the business community and the general public have learned that students are willing to work when given the opportunity, and the students have learned that, approached in the right way, there are those who are willing to help them help themselves.

Steve Hutchings summed up the Department's hopes for the "Hire-a-Student" project.

"Beyond the wages that are generated for the students, which hopefully will help them in financing their education, is perhaps the more important concept of a community that is involved and pulling together."

"In many cities, towns and villages across the Province, the sense of community spirit and community involvement in local affairs has faded away. It is rewarding to see that a group of citizens can together attempt to attack a particular problem—and more than the students can benefit from this kind of an approach."

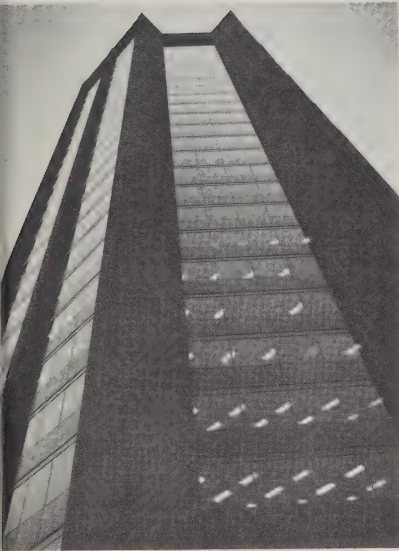
"To be certain, the issue is student unemployment and the object is to reduce it as much as possible—but it is our hope that the students will give at least as much to the community as they take away."

"This may be in the form of direct tangible benefits, or it may be in the future, as the students working on this project add one more dimension to their total experience."

"The drawing together of unutilized or under-utilized resources is what makes this project different. It does not come close to being a total solution—it is not a panacea—but maybe it is a step in the right direction."



# Department moves to new offices



The end of October marked the completion of more than 15 months of intensive planning and co-operation which involved several government departments and private companies.

At that date, the Ontario Department of Labour completed its move to new offices at 400 University Avenue in Toronto, bringing to a successful conclusion a program which began on May 8, 1970 when the Treasury Board gave the Department of Public Works permission to begin operations designed to consolidate the Department of Labour head office in a single building.

Since 1965 an increasing demand for space has resulted in the head office operations being scattered throughout a total of five buildings in downtown Toronto. This has caused inconvenience to the Department staff and has required the duplication of several services within the Department.

With the completion of the move, such inconvenience and duplication has been eliminated. Now the head office operations will be carried out from 14 floors of the new 25-storey building.

The building is unique both in colour and shape; its reddish-brown aggregate and tinted solar glass walls form a 16-sided tower. Eight sides are glass, accounting for three-quarters of the exterior. The other eight sides are masonry walls which are hollow to carry the duct-work and wiring for the building.

The predominance of glass walls allows natural light to penetrate to all parts of the interior of the structure. The design also lends itself to the implementation of the newest concept in office layout, office landscaping, which was used in all office areas wherever practical or possible.

Mr. Thomas F. Carter, Director of the Labour Department's Administrative Operations Branch which co-ordinated the move, says that there were several reasons for the change to the office landscape concept, away from the traditional partitioned office areas. Not the least of these is the cost saving inherent in the new system.

"Under the traditional system of partitions which defined office space and work areas, we were put to great expense and effort every time it became necessary to alter the arrangement of space," Mr. Carter says. "Now it will merely be a question of sliding around portable screens where necessary".

The portable screens separate work-flow areas and may be easily moved to accommodate changing space needs. The screens effectively outline work areas without physically dividing up the floor area. The result is an open feeling and complements the design of the building in allowing natural light free access to the working areas.

Mr. Carter points out that part of the appeal of the office landscape system is that it helps make a pleasant environment for the office staff to work in.

"Studies have been done which show that the effect of office landscaping is to increase staff efficiency by 15 per cent with no additional pressure placed on the staff.

"Some 70 per cent of the Department's employees are office staff, so these studies are very applicable to our operation. If the staff are at ease with their surroundings, then their efficiency improves. What we are trying to do with office landscaping is to make our staff a little happier to come to work. We want them to come to work with more than the idea of it being a way to earn a dollar".

The portable screens which separate work areas are in gold and orange, while the walls are covered with textured grey vinyl and grey drapes cover the windows. Grey carpet is uniform throughout the Department.

Mr. Carter points out that the carpet will be less costly to maintain than bare floors and will help to cut down on unwanted noise in offices. Reception areas will be backed with brown wood panelling.

The four columns which could not be dispensed with even with the new building design are painted charcoal black.

"Since we can't hide them, we've tried to have them blend in with the over-all colour scheme," says Mr. Carter.

One of the problems encountered with the introduction of the office landscape concept is that of noise control. Mr. Carter points out that too much noise distracts workers and yet too much quiet allows every little sound to form a distraction.

A certain amount of background noise is essential for the functioning of any office. This sound should not penetrate into the worker's consciousness, but serve to mask



noises which would otherwise create a distraction.

The interior design consultants, Sutton and Bell, are confident that the arrangement of screens and office furniture is such that a proper working environment has been created. However, should it prove necessary, supplementary background sound will be provided. Several types of such background are under consideration by the consultant and the Department, although there will be no move made to use such sound until it proves to be needed.

A factor which will add to economy and efficiency is the consolidation of services and facilities essential to the proper functioning of the Department.

In the past the Department had meeting rooms in several of the office buildings it occupied. Often these rooms stood empty, creating waste space. Also, Department officials lost time in travelling to different buildings to attend necessary meetings.

In the new building, all board and meeting rooms are on the fifth floor, with ten or 12 scheduled for fairly constant use. Two men who had been required for other duties now are employed in rearranging the rooms to meet the differing demands posed by the various groups using them. In addition to the rooms in regular use, a few will be available for use on short-term notice.

The Department had been forced to maintain three large mail-room and stock-room operations, which are now consolidated in the new building. In addition to having such a centralized set-up the mail runs, which amounted to two to four trips daily between various buildings, have been eliminated.

Mail is now delivered to each branch hourly. As well as mail, the mail personnel are responsible for the pick-up and delivery of material to be duplicated.

All duplication will also be handled in a centralized facility, with material requiring more than four copies reproduced by a photo off-set process which will result in savings of thousands of dollars annually.

Any move of this scale, involving nearly 1,000 people and their effects, is a monumental task but the plans worked out by the Administrative Operations personnel resulted in as little disruption as possible to the members of the Department or to the services provided by the Department to the people of Ontario.

As with any new building or new location, there have been a few problems both of a physical and psychological nature. The physical problems are being dealt with as they arise and as solutions for unforeseen difficulties are found. As for any psychological problems created by a change in surroundings or work methods, it is felt that the majority will solve themselves as the Department staff becomes accustomed to the new location.

The move was carried out over a three-month period beginning in August. The order of moving was determined by which floor was to be occupied by the particular branch in the new building.

The move was planned with Bell Canada in order that the telephone company could complete equipment installations on one floor before moving to the next. This ensured that each branch resumed operations as quickly as possible once they had moved from their old offices.

Small branches were moved overnight. Branch staff packed equipment and records the afternoon before the move, putting tags on the containers which corresponded to the exact location of particular desks in the new offices. The cartons were moved overnight by a private contractor, and the office staff reported to their new location the following morning ready to resume operations.

Bigger branches with large numbers of personnel and equipment were moved over the space of three weekend periods. The extra time provided ensured that these branches experienced almost as little disruption in their operation as the smaller branches.

The location of the new office building is a definite advantage for the staff of the Department and for the people who might want to visit the offices.

The Department staff now have convenient access to the Parliament buildings and to other government offices just several blocks north on University Avenue. In addition the new office, located just south of Dundas Street, has excellent access to major traffic arteries, bus, street-car and subway transportation, a benefit not only to the Departmental employees but also to the people wishing to visit the Department's branches.

As a further convenience to the visiting public, a receptionist is stationed on the main floor to direct visitors to the branch best equipped to handle their problems and inquiries.

With the move to new quarters, the Department is now ready to provide the people of Ontario with even more efficient service than in the past.





# People and Events

**Capsule news about people and events in and around the world of labour in Ontario.**

**Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## New Assignment for Deputy Minister

Mr. T. M. Eberlee, Deputy Minister of the Department of Labour, has been appointed to supervise the task of implementing the recommendations of the Committee on Government Productivity. The appointment follows receipt by the Government of the first two interim reports of the COGP. The third report is expected in the near future.

The first report dealt with supply policy, the role of the Provincial Auditor and the activities of the Cabinet Secretariat. The second interim report dealt with the role of the Cabinet, the Cabinet Secretariat and various Cabinet committees. Future reports by the COGP will deal with government organization, automatic data processing, human resource management, real property management and information and communications services.

To achieve prompt and effective implementation of approved recommendations, the Treasury Board, as the management committee of Cabinet, has been assigned prime responsibility. Treasury Board is being assisted by the resources of the Committee on Government Productivity, which has a responsibility to assist in implementation of its recommendations, the operating departments of the Government and the Treasury Board Secretariat.

The appointment of Mr. Eberlee as supervisor recognizes the importance the Government assigns to this task. It is a complex and important job requiring the expertise of a senior member of the Civil Service.

Mr. Eberlee, 41, who has been Deputy Minister of Labour for the past six years, will begin his new assignment on January 1, 1972. He will advise the Treasury Board on the best organizational arrangements for implementing COGP recommendations, establish advisory committees and co-ordinating mechanisms with the Cabinet Secretariat and operating departments, monitor the process of implementation and propose action necessary to solve specific implementation problems. Mr. Eberlee will be assisted by the newly created Management Policy Branch of the Treasury Board Secretariat.

## Indian Fishermen Trained

In a unique program launched by the Industrial Training Branch of the Department, 34 Indians from each of the Webique and Landsdowne House Ojibwa bands have been trained in the operation of a commercial fishery which will operate during the summer in the northern section of the Province reaching from Lake Nipigon to the shores of Hudson Bay.

This is the first time that the Industrial Training Branch has conducted a training program which has taken in all aspects of the commercial fishing operation.

During the training period, the men were paid \$1.75 an hour. The wages were partially subsidized by a \$27,000 grant from the Department of Labour. The balance of wages came from the sale of fish caught during the training period.

Instructors for the program were brought by the Department from Manitoba, where a similar training program had to be abandoned because of pollution in the lakes.

## Italian Visitors

A party of touring Italian dignitaries paid a visit to the Minister of Labour, the Hon. Gordon Carton, QC, to discuss several matters of interest to Italian immigrants to Canada.

The party, headed by the Hon. Alberto Bemporad, Under Secretary of State, Department of Foreign Affairs of Italy, was in Toronto for a two-day stay during their 14-stop cross-Canada tour.

In addition to Mr. and Mrs. Bemporad, the party included: Dr. Fabrizio Rossi Longhi, Charge d'Affaires, Embassy of Italy, Ottawa, and Mrs. Longhi; Minister Nino Falchi, Department of Foreign Affairs of Italy; Dr. L. Muzzi Falconi, Head Office, Overseas Countries, Immigration Branch, Department of Foreign Affairs of Italy; Dr. Marcello D'Alessandro, Labour and Social Affairs Counsellor, Embassy of Italy, Ottawa, and Mrs. D'Alessandro; Dr. Sergio Angeletti, Italian Consul General, and Mrs. Angeletti; Mr. J.O.R. Martineau, Attache (Immigration), Embassy of Canada, Rome; Rino Citarella, Director, Journalistic Photo Agency; and L. Appolloni, Liaison Officer, Citizenship Branch, Department of the Provincial Secretary and Citizenship, Toronto.

## Exhibitions

The Department of Labour was represented this year at the Canadian National Exhibition in Toronto, the Central Canada Exhibition in Ottawa and the Lakehead Exhibition, Thunder Bay.

At the CNE the Department's programs were represented by an audio-visual display which featured slides, recorded commentary and a cartoon character ("Mr. Info") who answered questions and chatted with passers-by with the help of an actor stationed behind the screen.

In addition, the Ontario Human Rights Commission was featured in another display unit consisting of a walk-through tunnel. Panels on the inside of the tunnel portrayed various aspects of Human Rights legislation.

In Ottawa and Thunder Bay, the Department exhibits featured a second Human Rights display, this one in the form of a curved tunnel which graphically portrayed aspects of Human Rights legislation and in addition featured an electronic running message on the legislation. This second unit toured the Province during the summer, being put on display in shopping plazas and malls.

Department employees staffed all of the exhibits and were on hand to answer inquiries and distribute literature covering the legislation and activities of the Department.

## New Publications

The Energy Branch of the Safety and Technical Services Division has issued two new information leaflets:

*Tips for a Safe Warm Winter* outlines simple procedures and gives basic safety tips for the householder to follow in the operation of oil-fired space heaters.

*Don't Let This Happen to You!* advises the public on the safe handling and storage of gasoline in the home.

Both leaflets will be distributed to fire stations throughout the Province and are available on request from the Energy Branch at 400 University Avenue, Toronto.

# View from the House

**Designed to acquaint readers with contemporary legislation introduced by the Ontario Department of Labour. Copies of Acts and Regulations may be obtained from the Department's Information Services.**

## **New Industrial Safety Act**

Ontario's new Industrial Safety Act revises, updates and simplifies the language of the legislation to make it more easily understood. This is part of the program by the Department's Safety and Technical Services Division to update and standardize legislation under its jurisdiction.

The Act aims at eliminating and reducing hazards in the over 74,000 industrial establishments in Ontario, and also applies to the Crown. It forms a base for an accident prevention program designed to protect the 1,200,000 industrial workers in the Province.

The Act defines the parameters within which enforcement will take place and defines the duties, powers, rights and penalties applicable to all persons associated with industrial establishments. It also provides for making regulations to administer the Act.

The maximum fine under the Act has been increased from \$5,000 to \$10,000.

Owners must ensure that those elements of the building over which they exercise control, such as exits, sanitary facilities, heating, lighting and fire protection, are adequate for the protection of people on the premises.

Where protective devices and clothing are required, employees must co-operate with employers to ensure safe working practices and conditions.

The Act provides for a system of inspection to ensure that employees and employers meet the requirements of the Act. To permit and encourage free communication between inspectors and industry and employees, the Act sets out a basic assurance that all information will be confidential.

## **New Energy Act Regulates Fuel Handling**

A new Energy Act which sets out tougher guide lines for the handling and use of hydrocarbon fuels has replaced The Energy Act, 1964. This is the first major piece of legislation passed by the Department of Labour which deals with the transmission, distribution and use of hydrocarbon fuels since the Energy Branch became a part of the Safety and Technical Services Division of the Department during 1970.

The Act establishes a new system of inspection and lays down provisions to protect the more than 20,000 miles of pipe lines at present in the Province, especially during excavation and construction work.

Owners and employers will now be responsible for inspection of lines. They are also required to maintain design standards and ensure active surveillance.

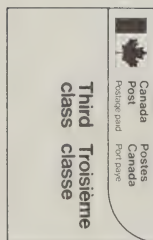
Owners and employers will also be responsible for the proper training and supervision of their employees.

## **Amendments to The Workmen's Compensation Act**

Amendments to the Ontario Workmen's Compensation Act give Ontario the highest maximum compensation payable in Canada. Workmen injured after August 1 are now eligible to receive compensation payments based on 75 per cent of their earnings, up to a maximum wage level of \$9,000. Under the old legislation this ceiling was \$7,000. The increase in the ceiling means that the maximum annual compensation has risen from \$5,200 to \$6,750.

This change has no retroactive effect on accidents which happened before August 1, in which compensation allowances are granted.

The changes have also increased pension for widows and dependents. Starting August 1, the monthly pension for widows increased from \$125 to \$175, while the monthly pension for dependent children rose from \$50 to \$60. In the case of orphaned children, the increase was from \$60 to \$70.

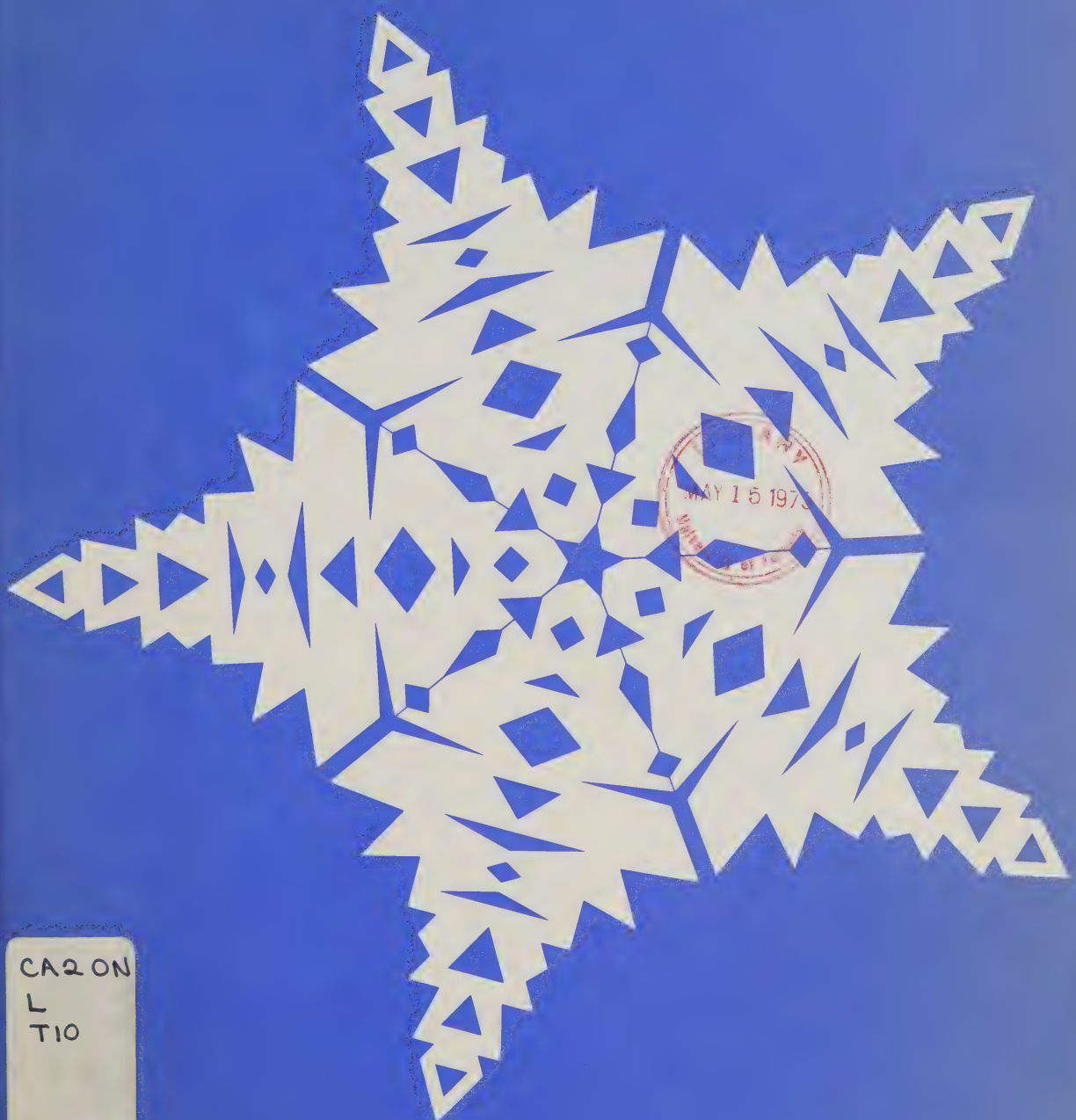


Volume 6 Number 4  
Winter, 1971-72

News from the  
Ontario Department of Labour

# Task

Government  
Publications



CA2 ON  
L  
T10



Volume 6 Number 4  
Winter, 1971-72

News from the  
Ontario Department of Labour

3 Putting the Work Back  
into Winter

9 Statistics and Review  
13 Ratification of ILO  
Convention 87

15 Appointment Changes in  
Department

19 People and Events

Hon. Fern Gindon  
Minister

Peggy Butler  
Editor

Editorial Board:  
R.D. Johnston  
Deputy Minister

D.E. Hushion  
Executive Director,  
Manpower Services

H.Y. Yoneyama  
Executive Director,  
Safety and Technical Services

M.K. Dibble  
Executive Director,  
Finance and Administration

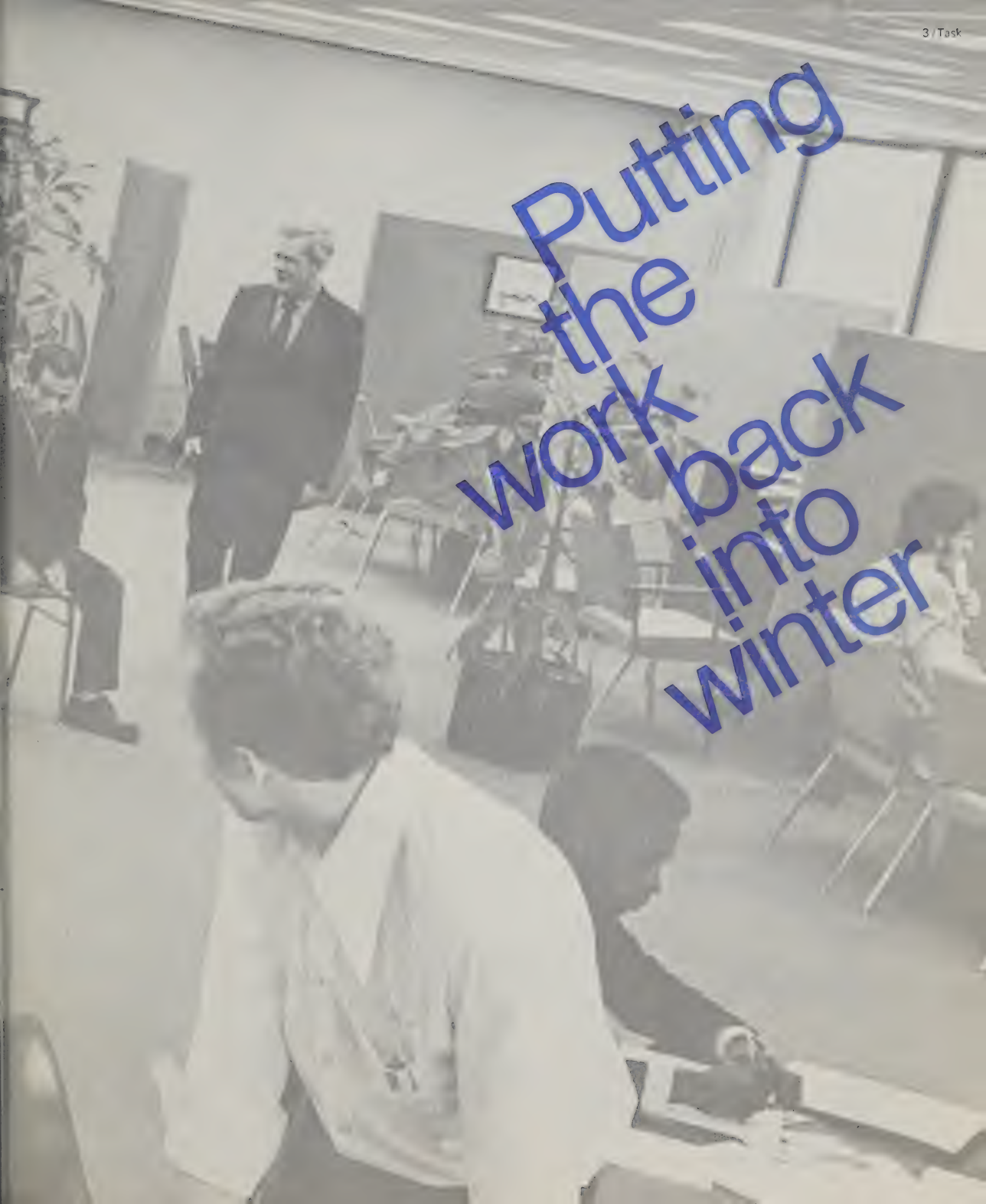
J.R. Kinley  
Director, Research

J.W. Preiner  
Director, Information Services

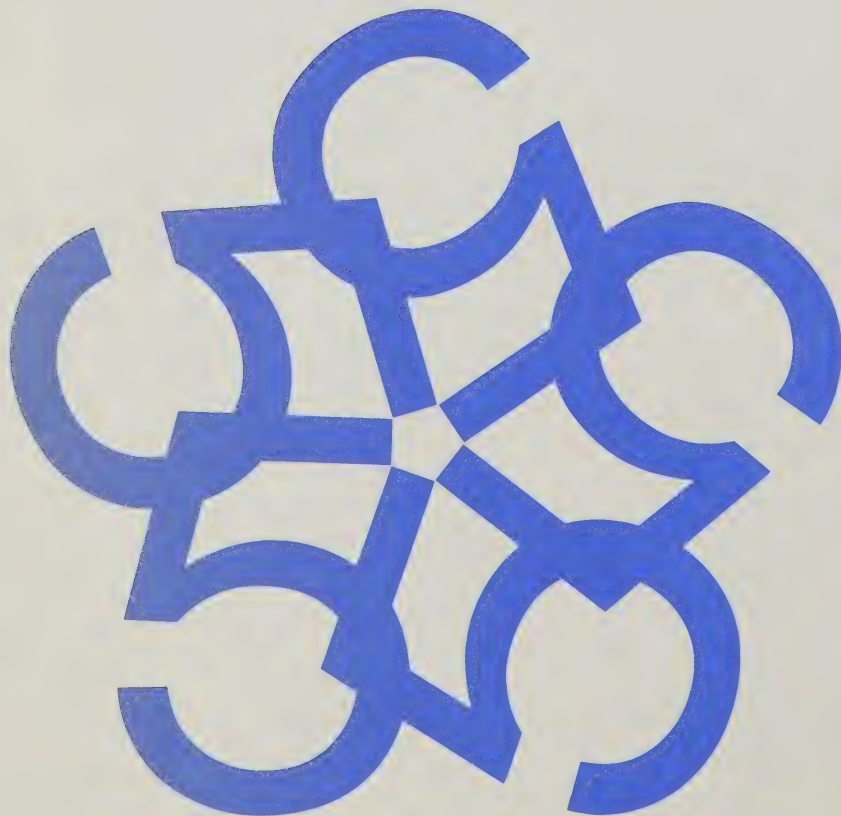


Published six times each year by the Ontario  
Department of Labour, 400 University Avenue, Toronto.  
It is available without charge. Permission to reprint  
any material herein, with credit to the Ontario  
Department of Labour, may be obtained upon  
written application to the Editor. Views expressed  
are those of the writers and do not necessarily  
reflect official opinion or policy.

# Putting the work back into winter



## Department of Labour conducts five-point program to help stimulate the economy and ease unemployment through special training projects



The beginning of the year is traditionally bargain time in Ontario and the Department of Labour has entered the field of "January specials" with a \$2 million winter works program designed to help stimulate the economy and ease the unemployment situation by providing job opportunities through training for some 3,000 unemployed and unskilled men and women.

The Ontario Department of Labour has no direct responsibility for job placement as such, even for industries under provincial jurisdiction. Because many of the Department's activities, such as industrial training and employment standards, relate to and have an effect on employment, however, this has tended to blur in the minds of the public the roles of different levels of government involved in the area of manpower development and placement generally.

"This Department is not directly involved in finding jobs for workers", says Mr. D.E. Hushion, Executive Director of Manpower Services for the Department. "Its function, through the Industrial Training Branch, is to organize training and skill upgrading programs for workers and to assist employers to meet their demand for skilled workers. This is done by a number of methods, including long-term apprenticeship and short-term, on-the-job instruction.

"However, because of the economic situation and the high rate of unemployment prevailing, there has been growing concern in the Department that there should be greater and closer liaison between the different agencies in the manpower field and in follow-up between training and job placement".

### Fall in Applications

A problem faced by the Branch is the gap which exists between the fluctuation in skill requirements of employers and the length of time needed to provide a worker with the skills he needs for a particular job. The Branch runs apprenticeship courses in more than 100 trades and at present some 19,000 apprentices are under instruction throughout Ontario.

"The phenomenon we have to face is that the greatest demand for training normally exists when the economy is sound", says Mr. L.F. Gordge, Administrator of Training Services for north-eastern Ontario.

"In other words, we get the maximum number of apprenticeship registrations at times when employers are demanding great numbers of skilled workers. By the time these apprentices have completed their training—which takes from two to five years—and are fully skilled and qualified, the



economic picture may have changed and there is a reduced demand for the skills they have acquired.

"This results then in large numbers of unemployed tradesmen and a consequent fall in the number of applications for apprenticeship registration. At present we are going through such a down-swing period and over the past two years the number of apprentices we have registered has fallen by at least 10 per cent.

"It also results in vacant training space and under-utilized facilities in the dozen or so community colleges with which we co-operate in the related theoretical instruction of the apprenticeship program.

"From the reports of eminent economists we anticipate, however, that the economic situation is about to improve and there is also a normal, seasonal cyclical increase in requirements for skilled workers in the Spring".

Therefore, in anticipation of the increased demand for skilled workers, the Department of Labour last Fall carried out an analysis of

the predicted skill requirements which would follow such an up-swing and developed plans to provide a pool of pre-trained workers who would be better prepared to enter this enlarged labour market.

### Three-month Program

The outcome has been the \$2 million winter works program launched by the Industrial Training Branch on January 3, 1972, under the administration of Mr. W.F. Davy, Director of the Branch. It has been carried out with the support of the Federal Government, which has contributed additional funding, as well as of the Applied Arts and Technology Branch of the Department of Colleges and University Affairs and community colleges throughout the Province.

The three-month project comprises five segments: apprenticeship pre-employment training; upgrading provisional certificate holders; on-the-job apprenticeship in small businesses; special short-term industrial training for unemployed workers; and the setting up of a capital fund of \$25,000 to

make training programs more readily available to Indian Bands.

The largest of the five, accounting for an expenditure of around \$1,000,000, is the project to provide pre-apprenticeship training in colleges of applied arts and technology for a total of some 1,500 unskilled unemployed men and women ranging in age from 16 to 60. The first eight-week course, with over 800 trainees, started on January 3 and a second course, for some 700 trainees, began at the end of February.

"Originally we had planned on enrolling only a thousand in this part of the program", says Mr. H.E. Lucas, the Branch's Administrator of Training Services for south-western Ontario.

"We started recruiting in the middle of December, 1971 but due to the tremendous response from applicants following our radio and newspaper advertising campaign we were forced to close registration on January 14, with the two courses expanded to absorb some 500 more trainees than we had anticipated".

About half of the applicants were recruited from the files maintained by the Branch, in which a record is kept of every application made for apprenticeship. The Branch has 88 counsellors throughout the Province. The 11 counsellors who operate in the head office in Toronto alone conduct between 25,000 and 30,000 interviews of all kinds each year, of which the bulk comprises requests dealing with the apprenticeship program.

"If an applicant who wants to become a tradesman is assessed to be eligible for an apprenticeship course, he is advised to find a job with an employer in that trade who is willing to take him on as an apprentice", says Mr. Gordge. "If he is successful, the Branch then draws up the contract between employer and apprentice and ensures that the conditions prescribed by the legislation pertaining to apprenticeship are adhered to during the entire period of training".

Often the counsellors, all of whom are themselves fully qualified in one or more trades, can through their own contacts with employers in the different trades, and because of their close collaboration with the Canada Manpower Centres, suggest possible job opportunities to applicants.

"Even if an eligible would-be apprentice is unable to find a job, we keep his record and if an employer who wants an apprentice gets in touch with us we can frequently help place that applicant".

It is from this list of over a thousand eligible but unemployed applicants that some 50 per cent of the trainees for the special



pre-apprenticeship courses was recruited, by direct telephone contact. To help handle the additional case load involved in the winter works program, ten temporary counsellors, all with trade experience, were taken on to assist the regular staff throughout the Province. They will also aid the counselling service in the special attempt being made by the Branch during and following the completion of the program to place the trainees.

### Much Better Position

"While this program clearly cannot ensure that the trainees *will* get jobs, they will be in a much better position when they apply for work", says Mr. Lucas.

"They will have at least some basic training in the skills that are called for, they will also have had an opportunity to prove their ability in the trade they have chosen, and they will get credit for the training they have received which will count in any future apprenticeship course for which they may enrol.

"The resident and field counsellors of the Branch will endeavour, through their contacts with employers, their knowledge of the demands of industry and their day-to-day working relationships with their counterparts at the Canada Manpower Centres, to assist these trainees in getting jobs so that they *can* continue their apprenticeship.

"In the Hamilton region, for instance, where 185 trainees were registered for pre-apprenticeship courses in seven trades, job opportunities for some of those trainees had already been established less than a month after the start of the program by our counsellors through liaison with Manpower.

"In the north of the Province, where jobs are traditionally scarcer, the accent for training about 25 applicants we enrolled there has been on small-engine repair because there is a burgeoning demand for mechanics to repair snowmobiles and to maintain marine equipment and we are confident that all these trainees will be placed".

The two eight-week courses have been carried on in 11 community colleges throughout Ontario. The theoretical classroom instruction in 14 trades, ranging from electrician, plumber and chef to the automotive trades, is based on the Branch's regular apprenticeship program.

The certificate issued by the college upon completion of the instruction period will entitle a successful trainee to a credit of around 240 hours towards any future apprenticeship course he may take. It will also excuse him from the first of the three in-school related training periods required for

qualification as a journeyman. (Under the regular program, the apprentice usually starts instruction on the job, attending his first related training classes at some time during the first 18 months of his apprenticeship).

Half the money funded by the Provincial Government for the winter works program has been allocated to this project. The Department is meeting the full tuition costs to the colleges and, under a shared-cost agreement with the Federal Government, is paying living and travelling allowances to trainees attending the courses. The allowances range from \$47 a week for a single man living at home to \$113 for a married man with dependants.

### Eligible Applicants

According to Mr. W.W. Kensett, who has been a resident counsellor with the Industrial Training Branch for six years and is a former radio and television mechanic as well as being qualified in the automotive trade, most of the trainees in the pre-apprentice-

over 2,000 if we had had sufficient financing and school space available".

Mr. Kensett is confident a good proportion of those enrolled in the courses will be successful in finding jobs when the economy improves and be able to complete their apprenticeship. A number of trainees from the course which started on January 3 have already been transferred to the regular apprenticeship program operated by the Branch and during February members of the Automobile Repair Association of Ontario were invited to Centennial College to see for themselves how the instruction was being carried out, and with an eye to hiring prospective apprentices at the conclusion of the course.

"The winter works program has activated a new awareness among employers of the aims and objectives of the Branch's training activities", says Mr. Kensett.

"There are encouraging indications that the publicity about the program and the special drive undertaken by the counsellors throughout the Province has brought a



ship project hold Grade 10 or higher school-leaving qualifications.

"A considerable number of them are around 18 and left school last June, when the unemployment situation was at its worst. About 80 per cent of them had already applied and were eligible to be enrolled under the regular apprenticeship program, but they were just not able to find jobs.

"This special project has therefore given the opportunity to acquire at least some basic skills in the trades of their choice to a large number of unemployed who have applied to us for apprenticeship over the past nine months. We are still getting telephone calls from would-be applicants about this project and we could have enrolled well

marked increase in the number of employed in most trades who call on us to say they are interested in taking on apprentices.

"We are keeping a record of their names and will endeavour to place suitable trainees from the pre-apprenticeship courses with these prospective employers".

### Helping Immigrant Tradesmen

A second project, to cost \$520,000, has been set up to give unemployed tradesmen holding provisional certificates an opportunity to upgrade their skills in order to become eligible for the Department of Labour certificate of qualification required by certain tradesmen, including plumbers, steamfitters, sheet metal workers, hair-



dressers, refrigeration and air-conditioning workers, etc., to practise as journeymen in Ontario.

It is known that there are in the Province some 2,000 provisional certificate holders. These are tradesmen who did not serve their apprenticeship in Ontario and do not, for various reasons, have all the requirements for the necessary certificate of qualification. Newcomers who apply to the Industrial Training Branch are granted a provisional certificate so that they can take a job while preparing for the trade certification examination. A large number are immigrants with a language handicap.

"Many immigrant tradesmen are registered as unemployed with the Canada Manpower Centres", says Mr. Gordge. "Counsellors at the centres brought to the attention of the Industrial Training Branch the fact that although jobs were available, they could not place these workers because while they held the Department's provisional certificate, this was unacceptable to employers who demanded workers with full and current certificates of qualification.

"These unemployed tradesmen, while having established proof of qualified work experience in their own countries, did not meet the Ontario standards owing to lack of knowledge of trade terminology and Canadian codes and practices.

"It was to help unemployed workers in this situation that a ten-week course, based on the Branch's past experience with night-school courses of a similar kind, was set up in collaboration with George Brown and Centennial colleges".

In 1968 the Branch played a leading role in a pilot training course in occupational English for immigrant tradesmen which was a co-operative venture involving the Department of Labour, the Citizenship Branch of the Department of the Provincial Secretary and Citizenship, the Federal Department of Manpower and Immigration, the Ontario Department of Education, the International Institute of Metropolitan Toronto and COSTI, the Italian community education centre.

Based on the experience gained from this pilot scheme, an on-going program for training immigrant tradesmen was developed and at present the Branch has 675 immigrant tradesmen registered in the current 32-week night-school course conducted at George Brown College.

### Basic English Instruction

The original target was to enrol 400 trainees in the special winter works course for provisional certificate holders, but only half this number was recruited by the Industrial Training Branch from records maintained by the Branch and from Canada Manpower lists of unemployed.

An analysis revealed that the majority of the provisional certificate holders were currently employed. Although not necessarily working at their own trades, and frequently at unskilled or semi-skilled jobs below their capacity, many of them were reluctant to jeopardize even this marginal employment they had secured in order to take advantage of the course.

The 200 trainees who did enrol are receiving instruction in basic English, trade terminology and technical upgrading in all the regulated trades. Their tuition fees and subsistence allowances are being paid by the Department of Labour. At the conclusion of the course they will write the Department's regular certificate of qualification examination.

"From our past experience with similar projects, it is expected that a large percentage of the trainees will meet the necessary requirements to enable them to seek employment in their own trades", says Mr. Gordge.

### Incentive to Small Businesses

An important part of the winter works program has consisted of two sections designed to encourage participation in industrial training by small businesses while at the same time creating paid jobs for a substantial number of unemployed. The first is a three-month interim apprenticeship project and the second, a special short-term training scheme.

"We're trying to put the work back in winter, and give small businesses a boost" was the theme of the "January Special on Training Programs" advertising campaign launched by the Department on radio and in newspapers to attract the co-operation of small businesses throughout the Province.

"If you're a one- or two-man employer who can train an apprentice, your Ontario Department of Labour will pay half his wages for up to a 12-week period. So he gets a job and learns a trade and you get a full-time apprentice for half price. . . .

"Or if your business needs special skilled help, we'll pay their wages while *you* train them and pay the full shot for your instructor's salary as well. So this program can teach somebody a new skill, pay him while he's learning, and fill the skill gap which

may have been holding back your production potential".

Under the first of these "half-price offers", the Industrial Training Branch proposed to recruit 500 unemployed and unskilled workers to be apprenticed on an on-the-job basis with firms employing one or two tradesmen. A total of \$360,000 was allocated towards administering the project and reimbursing participating employers 50 per cent of the regulated wage rate for apprentices for a maximum of 12 weeks.

"A large proportion of employers in Ontario fall into the small-business category", says Mr. Lucas. "For instance, a recent study shows that about half the mechanical contractors in the Province are one-man operations.

"In the past these employers have not tended to participate in the apprenticeship program conducted by the Industrial Training Branch. Nonetheless, these small businesses do present training opportunities.

### Recruiting Increased

"The objective of this section of the winter works program, therefore, was to get some of the small businesses interested in apprenticeship by giving them this opportunity to employ an apprentice and appreciate the advantages of the program and, secondly, to provide on-the-job work experience in skilled areas for apprenticeship applicants on our lists who have been unsuccessful in finding work".

The response to the project was slow at first and by the end of January only 150 interim apprentices had been placed. It was felt that a primary cause for the lack of interest might be that employers were hesitant, by hiring an apprentice, of being caught up in the implications of workmen's compensation, income tax deduction, additional book-keeping and other administrative details.

In addition, the program is competing with the Federal Government's Training on the Job Program, which reimburses employers 75 per cent of trainee wages for periods up to one year in duration.

"We have, however, stepped up our recruiting efforts in this area", says Mr. Lucas. "Aided by the special radio and newspaper advertising campaign, the Branch's field counsellors undertook a drive by calling personally on employers in small businesses to discuss the scheme in greater detail and to encourage their active participation. We anticipate that before the expiry of the winter works period we will



pre-apprenticeship courses was recruited, by direct telephone contact. To help handle the additional case load involved in the winter works program, ten temporary counsellors, all with trade experience, were taken on to assist the regular staff throughout the Province. They will also aid the counselling service in the special attempt being made by the Branch during and following the completion of the program to place the trainees.

### Much Better Position

"While this program clearly cannot ensure that the trainees *will* get jobs, they will be in a much better position when they apply for work", says Mr. Lucas.

"They will have at least some basic training in the skills that are called for, they will also have had an opportunity to prove their ability in the trade they have chosen, and they will get credit for the training they have received which will count in any future apprenticeship course for which they may enrol.

"The resident and field counsellors of the Branch will endeavour, through their contacts with employers, their knowledge of the demands of industry and their day-to-day working relationships with their counterparts at the Canada Manpower Centres, to assist these trainees in getting jobs so that they *can* continue their apprenticeship.

"In the Hamilton region, for instance, where 185 trainees were registered for pre-apprenticeship courses in seven trades, job opportunities for some of those trainees had already been established less than a month after the start of the program by our counsellors through liaison with Manpower.

"In the north of the Province, where jobs are traditionally scarcer, the accent for training about 25 applicants we enrolled there has been on small-engine repair because there is a burgeoning demand for mechanics to repair snowmobiles and to maintain marine equipment and we are confident that all these trainees will be placed".

The two eight-week courses have been carried on in 11 community colleges throughout Ontario. The theoretical classroom instruction in 14 trades, ranging from electrician, plumber and chef to the automotive trades, is based on the Branch's regular apprenticeship program.

The certificate issued by the college upon completion of the instruction period will entitle a successful trainee to a credit of around 240 hours towards any future apprenticeship course he may take. It will also excuse him from the first of the three in-school related training periods required for

qualification as a journeyman. (Under the regular program, the apprentice usually starts instruction on the job, attending his first related training classes at some time during the first 18 months of his apprenticeship).

Half the money funded by the Provincial Government for the winter works program has been allocated to this project. The Department is meeting the full tuition costs to the colleges and, under a shared-cost agreement with the Federal Government, is paying living and travelling allowances to trainees attending the courses. The allowances range from \$47 a week for a single man living at home to \$113 for a married man with dependants.

### Eligible Applicants

According to Mr. W.W. Kensett, who has been a resident counsellor with the Industrial Training Branch for six years and is a former radio and television mechanic as well as being qualified in the automotive trade, most of the trainees in the pre-apprentice-

over 2,000 if we had had sufficient financing and school space available".

Mr. Kensett is confident a good proportion of those enrolled in the courses will be successful in finding jobs when the economy improves and be able to complete their apprenticeship. A number of trainees from the course which started on January 3 have already been transferred to the regular apprenticeship program operated by the Branch and during February members of the Automobile Repair Association of Ontario were invited to Centennial College to see for themselves how the instruction was being carried out, and with an eye to hiring prospective apprentices at the conclusion of the course.

"The winter works program has activated a new awareness among employers of the aims and objectives of the Branch's training activities", says Mr. Kensett.

"There are encouraging indications that the publicity about the program and the special drive undertaken by the counsellors throughout the Province has brought a



ship project hold Grade 10 or higher school-leaving qualifications.

"A considerable number of them are around 18 and left school last June, when the unemployment situation was at its worst. About 80 per cent of them had already applied and were eligible to be enrolled under the regular apprenticeship program, but they were just not able to find jobs.

"This special project has therefore given the opportunity to acquire at least some basic skills in the trades of their choice to a large number of unemployed who have applied to us for apprenticeship over the past nine months. We are still getting telephone calls from would-be applicants about this project and we could have enrolled well

marked increase in the number of employers in most trades who call on us to say they are interested in taking on apprentices.

"We are keeping a record of their names and will endeavour to place suitable trainees from the pre-apprenticeship courses with these prospective employers".

### Helping Immigrant Tradesmen

A second project, to cost \$520,000, has been set up to give unemployed tradesmen holding provisional certificates an opportunity to upgrade their skills in order to become eligible for the Department of Labour certificate of qualification required by certain tradesmen, including plumbers, steamfitters, sheet metal workers, hair-

dressers, refrigeration and air-conditioning workers, etc., to practise as journeymen in Ontario.

It is known that there are in the Province some 2,000 provisional certificate holders. These are tradesmen who did not serve their apprenticeship in Ontario and do not, for various reasons, have all the requirements for the necessary certificate of qualification. Newcomers who apply to the Industrial Training Branch are granted a provisional certificate so that they can take a job while preparing for the trade certification examination. A large number are immigrants with a language handicap.

"Many immigrant tradesmen are registered as unemployed with the Canada Manpower Centres", says Mr. Gordge. "Counsellors at the centres brought to the attention of the Industrial Training Branch the fact that although jobs were available, they could not place these workers because while they held the Department's provisional certificate, this was unacceptable to employers who demanded workers with full and current certificates of qualification.

"These unemployed tradesmen, while having established proof of qualified work experience in their own countries, did not meet the Ontario standards owing to lack of knowledge of trade terminology and Canadian codes and practices.

"It was to help unemployed workers in this situation that a ten-week course, based on the Branch's past experience with night-school courses of a similar kind, was set up in collaboration with George Brown and Centennial colleges".

In 1968 the Branch played a leading role in a pilot training course in occupational English for immigrant tradesmen which was a co-operative venture involving the Department of Labour, the Citizenship Branch of the Department of the Provincial Secretary and Citizenship, the Federal Department of Manpower and Immigration, the Ontario Department of Education, the International Institute of Metropolitan Toronto and COSTI, the Italian community education centre.

Based on the experience gained from this pilot scheme, an on-going program for training immigrant tradesmen was developed and at present the Branch has 675 immigrant tradesmen registered in the current 32-week night-school course conducted at George Brown College.

### Basic English Instruction

The original target was to enrol 400 trainees in the special winter works course for provisional certificate holders, but only half this number was recruited by the Industrial Training Branch from records maintained by the Branch and from Canada Manpower lists of unemployed.

An analysis revealed that the majority of the provisional certificate holders were currently employed. Although not necessarily working at their own trades, and frequently at unskilled or semi-skilled jobs below their capacity, many of them were reluctant to jeopardize even this marginal employment they had secured in order to take advantage of the course.

The 200 trainees who did enrol are receiving instruction in basic English, trade terminology and technical upgrading in all the regulated trades. Their tuition fees and subsistence allowances are being paid by the Department of Labour. At the conclusion of the course they will write the Department's regular certificate of qualification examination.

"From our past experience with similar projects, it is expected that a large percentage of the trainees will meet the necessary requirements to enable them to seek employment in their own trades", says Mr. Gordge.

### Incentive to Small Businesses

An important part of the winter works program has consisted of two sections designed to encourage participation in industrial training by small businesses while at the same time creating paid jobs for a substantial number of unemployed. The first is a three-month interim apprenticeship project and the second, a special short-term training scheme.

"We're trying to put the work back in winter, and give small businesses a boost" was the theme of the "January Special on Training Programs" advertising campaign launched by the Department on radio and in newspapers to attract the co-operation of small businesses throughout the Province.

"If you're a one- or two-man employer who can train an apprentice, your Ontario Department of Labour will pay half his wages for up to a 12-week period. So he gets a job and learns a trade and you get a full-time apprentice for half price . . .

"Or if your business needs special skilled help, we'll pay their wages while *you* train them and pay the full shot for your instructor's salary as well. So this program can teach somebody a new skill, pay him while he's learning, and fill the skill gap which

may have been holding back your production potential".

Under the first of these "half-price offers", the Industrial Training Branch proposed to recruit 500 unemployed and unskilled workers to be apprenticed on an on-the-job basis with firms employing one or two tradesmen. A total of \$360,000 was allocated towards administering the project and reimbursing participating employers 50 per cent of the regulated wage rate for apprentices for a maximum of 12 weeks.

"A large proportion of employers in Ontario fall into the small-business category", says Mr. Lucas. "For instance, a recent study shows that about half the mechanical contractors in the Province are one-man operations.

"In the past these employers have not tended to participate in the apprenticeship program conducted by the Industrial Training Branch. Nonetheless, these small businesses do present training opportunities.

### Recruiting Increased

"The objective of this section of the winter works program, therefore, was to get some of the small businesses interested in apprenticeship by giving them this opportunity to employ an apprentice and appreciate the advantages of the program and, secondly, to provide on-the-job work experience in skilled areas for apprenticeship applicants on our lists who have been unsuccessful in finding work".

The response to the project was slow at first and by the end of January only 150 interim apprentices had been placed. It was felt that a primary cause for the lack of interest might be that employers were hesitant, by hiring an apprentice, of being caught up in the implications of workmen's compensation, income tax deduction, additional book-keeping and other administrative details.

In addition, the program is competing with the Federal Government's Training on the Job Program, which reimburses employers 75 per cent of trainee wages for periods up to one year in duration.

"We have, however, stepped up our recruiting efforts in this area", says Mr. Lucas. "Aided by the special radio and newspaper advertising campaign, the Branch's field counsellors undertook a drive by calling personally on employers in small businesses to discuss the scheme in greater detail and to encourage their active participation. We anticipate that before the expiry of the winter works period we will



have increased considerably the number of apprentices registered in this area".

The advantages to the trainees are two-fold. They receive three months of on-the-job training, for which the Branch will give them full credit against any future apprenticeship course, and it is hoped that many of them will be kept on by their temporary employers at the end of the three-month period.

Those who do not stay with the employers partaking in the project, will be eligible to be registered by the Industrial Training Branch for the basic eight-week related training in a community college, required under the regular apprenticeship program.

"Even if there still are no definite work openings available to them at that stage, these trainees will be in a position to offer prospective employers some on-the-job experience as well as the basic related in-school training", says Mr. Lucas. "This section of the program will therefore create a larger pool of skilled workers in preparation for the time when the economy and the employment situation improve".

### Short-term Training

There was a much more immediate response to the special short-term training section of the program. The target of the Industrial Training Branch was to place 1,000 unemployed, unskilled workers with small-business employers, but by the end of January over 1,200 workers were in training in some 200 different short-term projects ranging in duration from two to 12 weeks.

The Branch has been involved in short-term training since 1965, co-operating on a shared-cost basis with the Federal Department of Manpower and Immigration.

The program, administered under The Occupational Training for Adults Act, was designed to help industry meet the demand for skills that do not call for fully-trained craftsmen or journeymen. In practice it assists employers to train or upgrade their own workers, on their own premises, with courses specially drawn up by Branch officers to fill the individual skill needs of each employer and his workers.

Short-term training has been carried out in a wide range of occupations, including sewing machine operators, textile workers, miners, aircraft assembly fitters, welders, leather cutters and many others. Depending

on the complexity of the skills involved, the duration of training periods vary from one month to one year.

As a financial incentive to industry, up to 50 per cent of the costs of such short-term projects are borne by the Provincial and Federal governments. The success of the program has increased steadily and at the beginning of 1972 around 400 short-term projects were under way throughout Ontario, involving some 7,000 workers and over 100 different skills.

"There are two differences between the regular short-term training program and this special winter works scheme", says Mr. Lucas. "The regular program is largely geared to meet the skill requirements of bigger firms—we require that in setting up a training project there are sufficient workers to allow one instructor to six trainees in a plant.

"In an attempt to involve the small businesses, which might only have need for upgrading a couple of workers, this one-to-six proportion has been relaxed and during the winter works period small employers can run a course with only one or two trainees per instructor".

Another difference, Mr. Lucas explains, is that under the regular short-term program employers generally train or upgrade workers who are already on their staff. To help create jobs for unemployed, the Branch has encouraged small businesses to take on unemployed workers for training.

"We offer these employers the same financial incentives as under the regular program. Around \$300,000 has been allocated from the winter works budget, from which we will reimburse the employers the full salaries of the instructors (skilled and experienced workers selected by the employer and approved by the Branch) for the duration of each training course.

### Grocery Store Managers

"In addition, we are paying 50 per cent of the trainees' wages while they undergo their vestibule training (theoretical instruction in a classroom-type setting on the employers' premises) and up to 25 per cent of their wages during the training time spent in the shop".

The special short-term instruction ranges from a course for managers of a chain of small grocery stores to the training of furniture upholsterers.

In the Orangeville area two men are learning to become ski-resort operators and under the program an academy of music in North Ontario has six trainees receiving instruction in the repair of musical instruments. In the Rexdale area six trainees have

been placed with a small, highly specialized steel manufacturing firm and all of them have already been offered permanent employment. Other projects are considered so successful that they will continue in operation after the winter works period terminates.

"We are confident that as an outcome of this special short-term undertaking many of these trainees will be kept on in the jobs they are now learning", says Mr. Gordge. "We also hope that as a result of this experience more small businesses will in the future take advantage of the short-term training program administered by the Branch to upgrade the skills of their workers".

### Collective Objective

"Unfortunately one of the factors about winter works programs in the past has been that they have tended to be developed only after unemployment has been identified as a major issue", says Mr. D.E. Hushion, Executive Director of Manpower Services for the Department of Labour.

They therefore tend to have an air of "emergency" improvisation and result in the development of a number of such projects emanating from different departments in different jurisdictions, often without regard for the greatest and most efficient economic planning.

"As far as the future is concerned, our objective collectively should be to anticipate earlier the need for such government-sponsored undertakings to create work and provide training, with a formulated policy, and an integrated structure to implement it, to avoid competition among government departments as well as hasty and unco-ordinated planning".

Mr. Hushion believes that on the provincial level it would be advisable to have a single agency charged with the responsibility of reacting to work-force problems of over- or under-employment. This would lead to the elimination, or reduction, of overlapping in programs aimed at work creation or work-force training, expansion or contraction. It would also ensure that those who most need the benefits of such programs would receive them on a priority basis, and it would facilitate program development in specific localities where the need was greatest, and lower administrative costs.



This is a continuing series of statistics in areas of interest in the Department.

# Statistics + Review

## 23



### C1

Volume of conciliation activity, Ontario Department of Labour  
July 1 to December 31, 1970 and 1971

Officer Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending June 30	352	299	368	338	21,613	52,152
Referred during period	921	885	935	973	76,877	148,704
<b>Total</b>	<b>1,273</b>	<b>1,184</b>	<b>1,303</b>	<b>1,311</b>	<b>98,490</b>	<b>200,856</b>
<i>Disposed of</i>						
Settled by officer	470	395	475	419	24,356	55,177
Referred to conciliation boards	0	1	0	8	0	3,644
No boards	557	524	571	589	44,271	110,240
Lapsed	13	14	13	18	1,164	1,117
<b>Total</b>	<b>1,040</b>	<b>934</b>	<b>1,059</b>	<b>1,034</b>	<b>69,791</b>	<b>170,178</b>
<b>Pending December 31</b>	<b>233</b>	<b>250</b>	<b>244</b>	<b>277</b>	<b>28,699</b>	<b>30,678</b>

### Conciliation Board Stage

<i>In process</i>						
Pending June 30	1	1	1	1	8,000	100
Referred during period	0	1	0	8	0	3,644
<b>Total</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>9</b>	<b>8,000</b>	<b>3,744</b>
<i>Disposed of</i>						
Board reported "no settlement"	1	1	1	1	8,000	100
<b>Total</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>8,000</b>	<b>100</b>
<b>Pending December 31</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>3,644</b>

### C2

Volume of conciliation activity, Ontario Department of Labour  
January 1 to December 31, 1970 and 1971

Officer Stage	Disputes		Employers		Employees	
	1971	1970	1971	1970	1971	1970
<i>In process</i>						
Pending December 31	250	228	277	250	30,678	23,325
Referred during period	2,007	1,971	2,100	2,325	195,530	295,195
<b>Total</b>	<b>2,257</b>	<b>2,199</b>	<b>2,377</b>	<b>2,575</b>	<b>226,208</b>	<b>318,520</b>
<i>Disposed of</i>						
Settled by officer	881	768	928	835	65,945	95,905
Referred to conciliation boards	1	5	1	13	8,000	4,426
No Boards	1,109	1,145	1,171	1,410	121,838	184,525
Lapsed	33	30	33	38	1,726	2,683
Mediator	0	1	0	2	0	303
<b>Total</b>	<b>2,024</b>	<b>1,949</b>	<b>2,133</b>	<b>2,298</b>	<b>197,509</b>	<b>287,842</b>
<b>Pending December 31</b>	<b>233</b>	<b>250</b>	<b>244</b>	<b>277</b>	<b>28,699</b>	<b>30,678</b>

**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year (1)**

Apprentices	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1st	2nd	3rd
								Quarter	Quarter	Quarter
								1971-72	1971-72	1971-72
Active apprentices at end of period										
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	15,640	15,279	15,767	15,917
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,506	2,346	2,385	2,465
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,146</b>	<b>17,625</b>	<b>18,152</b>	<b>18,382</b>
Registrations during the period										
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	4,930	1,092	1,843	1,626
In non-regulated trades	948	838	1,551	1,135	876	1,164	1,041	162	255	344
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,450</b>	<b>6,400</b>	<b>7,009</b>	<b>5,971</b>	<b>1,254</b>	<b>2,098</b>	<b>1,970</b>

(1) Fiscal Year starts April 1, and ends March 31.

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1969, 1970 and 1971**

Month	Regulated Trades			Non-Regulated Trades			Total		
	1969	1970	1971	1969	1970	1971	1969	1970	1971
January	511	571	428	103	136	68	614	707	496
February	485	378	348	70	106	77	555	484	425
March	416	577	449	58	122	61	474	699	510
April	419	335	372	97	75	52	516	410	424
May	392	337	403	62	94	89	454	431	492
June	427	297	317	63	80	21	490	377	338
July	363	387	675	75	62	78	438	449	753
August	446	256	548	63	36	90	509	292	638
September	485	446	620	59	184	87	544	630	707
October	648	557	550	113	139	179	761	696	729
November	534	477	612	140	75	100	674	552	712
December	605	613	464	128	90	65	733	703	529

**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1971**

Month	In training at end of previous month Under OTA**	Added during month Under OTA**	Discontinued during month Under OTA**	Completed during month Under OTA**	In training at end of month Under OTA**
January	2,197	321	48	249	2,221
February	2,221	856	80	596	2,401
March	2,401	793	256	771	2,167
April	2,167	644	93	269	2,449
May	2,449	406	194	403	2,258
June	2,258	729	164	608	2,215
July	2,215	721	361	435	2,140
August	2,140	524	168	520	1,976
September	1,976	770	152	374	2,220
October	2,220	496	128	337	2,251
November	2,251	1,174	352	575	2,498
December	2,498	1,156	310	926	2,418

\*\*Occupational Training of Adults Act of 1967.

## Another milestone in struggle to improve working conditions by international co-operation

A letter from the Federal Minister of Labour to the Ontario Minister of Labour stating that the Government of Canada had received confirmation from each of the ten provinces that their legislative position is in compliance with the ILO Convention 87 on Freedom of Association and Protection of the Right to Organize would probably not be considered a particularly exciting announcement. In fact, few except legal and labour experts would even understand what it meant.

Nevertheless, the information contained in this letter that the Government of Canada is taking the necessary measures for ratification of Convention 87 represents another milestone along the road which the International Labour Organization has travelled for more than 50 years in achieving its objectives of furthering social justice, human rights and the improvement of conditions of life and work throughout the world.

Although most of us are aware that the ILO celebrated its 50th Anniversary in 1969, which was marked in Canada by a special tripartite conference held in Ottawa and the issuing of 30 million commemorative stamps, not many people know a great deal about the workings and achievements of the organization.

Yet the creation of an international body of this kind, founded on the two principles that lasting peace can only be based on social justice and that poverty anywhere constitutes a danger to prosperity everywhere, was a tremendous step forward in bringing about greater co-operation between nations.

The International Labour Organization was set up in 1919 under the terms of the Treaty of Versailles after World War I as part of the structure of the old League of Nations.

### Tripartite Structure

The preamble to the Constitution of the ILO, worked out at the Peace Conference, states that injustice, hardship and privation to large numbers of people imperils the peace and harmony of the world. It goes on: "The failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries".

The founders of the organization saw their main task as the improvement of

# RATIFICATION

## of ILO Convention 87

living and working conditions by building up a comprehensive code of international law and practice. They believed that standards laid down through the joint efforts of governments, management and labour would help create a world safer for peace and prosperity.

A unique feature of the ILO is its tripartite structure. It is an inter-governmental agency, but employers and workers as well as governments take part in determining its programs and activities. Each country belonging to the organization—and there are now over 100—sends four delegates: two government delegates, one employer delegate and one worker delegate, each with a vote at the International Labour Conference which is the supreme deliberative body and meets once a year at the Palace of Nations in Geneva.

In establishing the ILO, it was decided to set up an international secretariat, with officials from many countries, races and languages working together as a sort of "international civil service" to undertake studies, write reports, circulate information and prepare for meetings.

This is the International Labour Office in Geneva, which serves as world headquarters for the ILO as well as its research centre and publishing house. But the ILO also works through various bodies such as regional conferences and committees. The permanent staff in Geneva and around the world now numbers more than 2,000 officials involved in the year-round program of international action to raise living and working standards.

Today more than 1,000 delegates, technical advisers and observers attend the annual International Labour Conference sessions, which carry out the basic work of the ILO—developing international standards covering over the years such subjects as the protection of women and children, provision for old age and injury, the implementation of human rights for all persons and the promotion of employment opportunities and the acquisition of skills.

In the early 1930s and the depression years, which according to ILO figures affected as many as 25 million workers throughout the world, the organization pioneered such concepts as public works as a means of sustaining employment; the abolition of overtime; and the adoption of social security programs that included unemployment insurance at a time when social security legislation was rare among the nations of the world.

### International Obligation

The "tools" which the ILO uses to carry out its program of improving labour conditions take the form of Conventions and Recommendations, which require a two-thirds majority to be adopted at the International Labour Conference. In the ILO's first half century some 260 international labour instruments were adopted—128 Conventions and 132 Recommendations. They form the *International Labour Code*, which now runs to a thick volume of more than a thousand pages.

Ratification of Conventions by member states creates binding obligations upon these states to put the provisions into effect. Recommendations, on the other hand, are not intended to be binding but to provide guidance as to social policy, legislation and practices.

Once a Convention has been adopted, it is up to the member governments to put the Convention into effect. A member country does not have to ratify a Convention even though its government representatives to the ILO may have voted for adoption; the member state is obliged, however, to bring all new Conventions and Recommendations to the attention of the appropriate legislative authority for a decision as to the action to be taken.

If a government ratifies a Convention, it then assumes an international obligation to abide by its provisions and must report to the ILO at regular intervals on the measures taken to implement the Convention's provisions. The Conventions are drafted as a model for legislation to be implemented by the member governments upon ratification and the ILO keeps a vigilant eye on the manner in which governments carry out their obligations.

Compared to some of the other states, it appears that Canada's level of ratification is lower than might be expected from such a highly industrialized country. The problem



is twofold: we do not have a unitary constitutional system, and some of the legislation required by some of the Conventions no longer has any relevant bearing on social and working conditions as they exist in Canada.

Summed up in layman's terms, what the difficulty presented by our divided jurisdiction amounts to is that, because of Canada's constitutional structure, the provincial governments do not possess the constitutional power to sign foreign treaties—which is what the ILO Conventions amount to—and the Federal Government does not have the legislative authority to pass the laws, affecting areas under provincial jurisdiction, required to comply with ratification.

### Provincial Co-operation

The problem was especially conspicuous in the early years of the ILO and Canada's total of 24 ratifications at the time of the organization's 50th anniversary was of Conventions whose subject matter fell largely within federal jurisdiction.

By the early 1960s, however, Canada accepted that it was constitutionally possible for the Federal Government to ratify Conventions, even though compliance with these Conventions depended on the necessary legislation being enacted by the provinces and, in order to strengthen federal-provincial co-operation on ILO matters, provincial government "observers" are now included in the Canadian delegations to the ILO annual conferences.

According to Mr. John Mainwaring, Director of the International Labour Affairs Branch of the Canada Department of Labour: "The consequences have been beneficial, in the sense that every provincial government now has first-hand understanding of how the ILO works and an interest in doing what is possible to conform not only to the specific constitutional obligations with respect to ILO Conventions, but also to the strengthening of Canada's international image as a country that co-operates actively in the work of the ILO".

Three ILO Conventions whose subject matter falls partly within provincial jurisdiction—Convention No. 111 on Discrimination in Employment, the Employment Policy Convention No. 122 and the Convention prohibiting underground work in

mines by women—were ratified by Canada in 1964 and 1966 following consultation with the provincial governments.

Convention No. 87 lays down the basic guarantees for workers and employers to establish and join organizations of their choosing, and for the free functioning of their organizations without interference from the public authorities.

As one of his last acts in office, Prime Minister Lester Pearson in April, 1968 wrote to the premiers of all the provinces asking whether they agreed that the legislative position in their respective provinces was compatible with the provisions of Convention 87, and whether the obligations which would be assumed by Canada as a result of ratification might therefore be regarded as being fulfilled in their respective provinces. By the end of 1971, all provinces had responded positively.

(In Ontario, workers have enjoyed the right to join the trade union of their choice since the mid-1940s under The Ontario Labour Relations Act and Bill 167, introducing Amendments to the Act in 1970, added a preamble reiterating and reinforcing the concept of freedom of association and the protection of workers' rights to organize).

### Influence of Conventions

In recent years the number of ratifications by member nations has increased rapidly and now stands at something like 3,500. And while there have been changes in the work of the ILO and the emphasis on the system of adopting Conventions has lessened in favour of providing greater technical assistance for the many new, less developed countries which have joined the ILO, the *International Labour Code* continues to represent a pool of accumulated experience available to countries at all stages of development.

"ILO Conventions have come to represent a consensus on what constitutes a desirable international standard", according to Mr. Mainwaring. "Some governments may have already reached the standard and can ratify the Convention; others will move toward it at their own pace.

"It is generally felt that the Convention system has an influence on national standards apart from anything that can be measured by the record of ratifications. Albert Thomas, the first head of the International Labour Office, once said: 'We have taught the world to speak something like the same language on labour questions'.

"This very realistic remark suggests that the research carried out by the ILO and the

exchange of experience at International Conferences may mean more than the actual record of ratification".

### "A World Campaign"

Much criticism has been levelled at the workings and some of the programs of the ILO in recent years but its supporters believe that in following the objectives and principles laid down half a century ago, the organization will continue to meet the more complex challenges raised by present and future conditions in the world.

Writing in the special Anniversary supplement in the May, 1969 issue of *The Labour Gazette*, official journal of the Canada Department of Labour, Mr. Kalmen Kaplansky, Director of Canada's Branch of the International Labour Office, described the ILO's launching of its World Employment Program.

"It is intended to be a world campaign for enhancing employment opportunities and providing training facilities for the hundreds of millions who are idle today through no fault of their own.

"There is dire need for such an undertaking. The vital subject of jobs, of human resources, of the elimination of discrimination in employment, of conditions of life and work are universal concerns and are still inadequately publicized and insufficiently emphasized.

"Only the ILO, with its 50 years of pioneering experience, can mount a world-wide effort that could become an essential link in the common struggle of the UN family of international organizations for a better and more hopeful future through economic and social development for mankind as a whole. One understands full well that, without a fuller and more productive utilization of human resources, there can be no hope for this development, nor for the attainment of social justice".

# Appointment Changes in Department

## New Minister Prepares to Face Challenges

The Hon. Fern Guindon takes over one of the most demanding portfolios in the Provincial Government at a time when the government is in the midst of the greatest reorganization in its history.

At present the Department is being restructured to make it a more effective unit to develop and protect Ontario's human resources in the context of employment.

"My first impressions are that the Labour Portfolio will present many challenges. However, I am sure that these challenges will be overcome with the assistance of the expert staff of the Department", the new Minister said shortly after his appointment.

One of Mr. Guindon's greatest assets for his new job is probably his amiable manner. His easy friendliness will assist him in his meetings with labour and management.

"Long before I entered politics about 20 years ago, I was helping people in the community. It is the same today. I am

working to help people in the area and this job will give me an opportunity to work for all the people in the Province".

As a businessman in the Cornwall area, Mr. Guindon has developed considerable interest in labour-management relations. He is also vitally interested in people, their rights to work, their safety, standards of work, conditions of work and wages.

He was educated in Cornwall schools. Mr. Guindon received a Bachelor of Arts degree from Ottawa University in 1939. For a period of four years, he served as a senior translator for the Federal Government. Later he entered the petroleum business and today is President of Guindon Petroleum Ltd., Cornwall.

Mr. Guindon has been an ardent supporter of community affairs in the Cornwall area for many years. For a time he was Director of the Kenyon Agricultural Society and Secretary of the Apple Hill Chamber of Commerce in addition to serving on several citizen groups.

He was first elected to the Ontario Legislature in a by-election as a member for Glengarry in 1957. He has been returned as member for Stormont in 1959, 1963, 1967 and 1971.

He was selected as Vice-Chairman of the St. Lawrence Parks Commission in 1962 and Chairman in 1963. In 1967 he was appointed Minister without Portfolio.

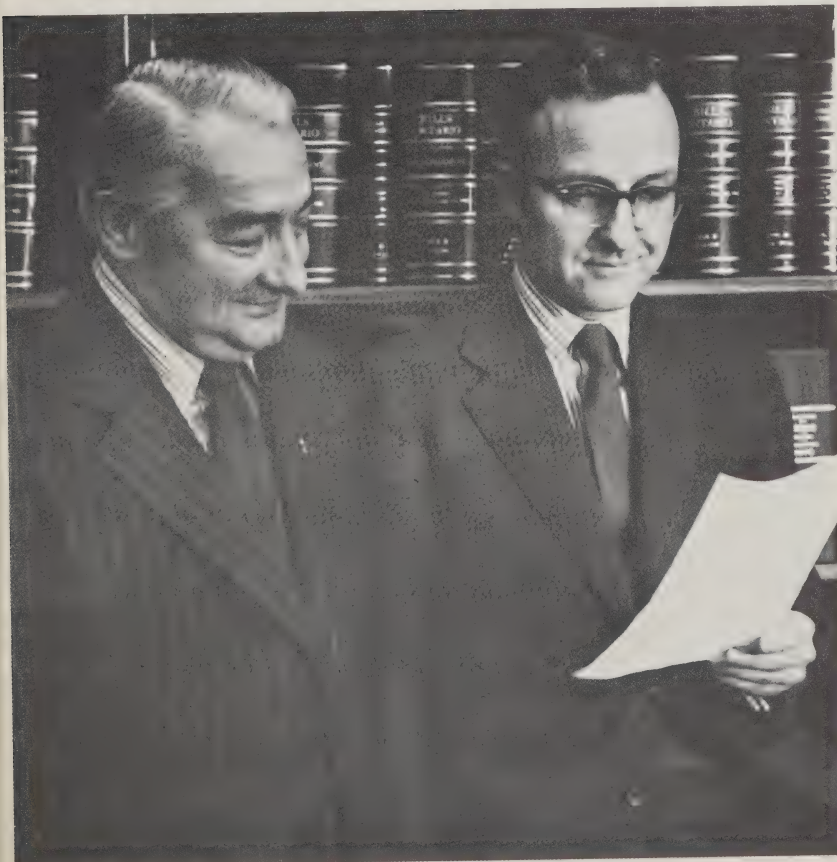
In 1968, he was appointed to the Treasury Board and on March 1, 1971 was named Minister of Tourism and Information.

Mr. Guindon, who is completely bilingual, is Chairman of the French Policy Advisory Committee and serves as a member of Prime Minister Davis's Committee of Advisers on Bilingualism.

Married with five sons, Mr. Guindon is keenly interested in sports of all kinds. His hobbies include gardening, fishing and snowmobiling.

He is a member of the Knights of Columbus, the Cornwall Club, the Canadian Legion, the Cornwall Chamber of Commerce, the Empire Club and the Albany Club.

The Minister of Labour, the Hon. Fern Guindon, and the Deputy Minister, Mr. R.D. Johnston.





## In Charge of Implementing Reorganization

The appointment by Prime Minister William Davis of Mr. T.M. Eberlee, former Deputy Minister of Labour, as Deputy Minister, Management Policy, constituted a major step in the plan to streamline and make more effective the government's administration and operation. On leaving the Department of Labour at the beginning of the year, he took charge of the task of implementing the recommendations of the Committee on Government Productivity.

The appointment of Mr. Eberlee, who is assisted by the new Management Policy Branch of the Treasury Board Secretariat, recognizes the importance the Government assigns to the task, said Mr. Davis.

Mr. Eberlee's appointment follows receipt by the Government of the first two interim reports of the Committee on Government Productivity, established two years ago. The third report is expected in the near future.

Mr. Eberlee will play a catalytic role, to help management comprehend and understand the various recommendations and to assist them in their planning a course of action, advise them on various priorities and schedules. He will also monitor the over-all implementation of the programs of the various teams and task forces in view of the adopted schedules.

A pragmatic administrator with a history of 12 years in a senior executive position, he is well suited for the new responsibilities. During his ten years in the Department of Labour, four years as Assistant Deputy Minister and six as Deputy Minister, Mr. Eberlee played a major role in the drafting of new labour legislation, the organization of the Ontario Human Rights Commission and the Women's Bureau, as well as the development of training and safety programs.

He will direct the new Management Policy Branch, which is charged with the responsibility to develop, evaluate, improve and recommend basic management policies for the Ontario Public Service to the Management Committee of the Executive Council.

## New Deputy Minister

Mr. Robert D. Johnston, 42, who replaced Mr. Eberlee as Deputy Minister of Labour on January 1, 1972, has a broad range of experience in the area of labour relations in government and in private industry.

Before joining the Department of Labour, he was Chairman of the Ontario Water resources Commission. From 1969 to 1971 he served as Deputy Minister of the Department of Civil Service, the central personnel agency for the Ontario Government.

For five years prior to 1969, as Director of Staff Relations, Treasury Board Secretariat, he acted as senior government negotiator, dealing with collective bargaining matters affecting over 60,000 government employees in 11 bargaining units in the Province.

During this period he was deeply involved in the two-year study into collective bargaining in the Ontario Government Service conducted by Judge Walter Little.

Educated in Hamilton and Toronto schools, he graduated from the University of Toronto with a Bachelor of Commerce degree in 1951 and received his Master of Commerce degree in 1954.

Before joining the Treasury Board in 1964, Mr. Johnston had extensive experience in the fields of personnel administration and industrial relations at Provincial Paper Ltd., Canadian Westinghouse Co. Ltd. and John Inglis Co. Ltd.

His background in private industry also includes service on a number of conciliation and arbitration boards.

He is married with two children.

Mr. T.M. Eberlee



## Assistant Deputy Minister

One of Canada's top mediators in the field of labour-management relations, Mr. William H. Dickie, was appointed Assistant Deputy Minister (Industrial Relations) of the Department of Labour on January 1, 1972. For the previous six years he was Director of the Department's Conciliation and Mediation Services.

Mr. Dickie brings to his new post extensive knowledge of and experience in the fields of labour-management relations and government administration. Prior to entering government service in 1966, he had a long and outstanding career in industry.

During his period as Director of Conciliation and Mediation Services, his record of achievement in assisting in the settlement of scores of controversial and heated industrial disputes won him the respect of both labour and management.

He recently reorganized and expanded the Conciliation and Mediation Services Branch of the Department to provide a more effective service for labour and management. The addition of mediation services has been credited with aiding labour and management to achieve settlements in many cases.

Mr. Dickie's experience in industrial relations spans a period of 30 years in government and private industry. He first became involved in personnel relations with National Steel Car in Hamilton and in 1942 he was appointed director of industrial relations at John Inglis Co. In 1951, he was appointed vice-president, industrial relations at A.V. Roe.

In 1959, he began chairing boards of conciliation for provincial and federal labour disputes and in a seven-year period headed more than 550 boards.

Mr. V.E. Scott





### Director of Conciliation and Mediation Services

Mr. Victor E. Scott, 50, succeeds Mr. Dickie as Director of the Conciliation and Mediation Services Branch. With 19 years' experience as a conciliation officer, he is well qualified for his new position. He has assisted in an estimated 2,500 labour-management disputes.

In the past six years as Assistant Director of Conciliation Services he has been involved in the administration of the Branch, in addition to assisting in many of the most controversial major labour-management disputes in that time.

Born in Clydebank, Scotland, he came to Canada as a child with his parents. He lived the early part of his life in Oshawa, where he attended public and secondary schools.

On graduation from high school, he became apprenticed as a tool designer. In 1941, he enlisted in the Royal Canadian Air Force and served four years as a wireless operator in campaigns in Europe and Africa. He was

awarded the Croix de Guerre and Silver Star by the French Government.

On his return to civilian life, he joined the Department of Lands and Forests as a photogrammetrist. While employed in that department, he served for three years as employee nominee on the Department Advisory Committee handling grievances of employees. In 1951, he joined the Department of Labour and two years later became a conciliation officer.

Mr. W.H. Dickie,  
the Assistant Deputy Minister of Labour  
(Industrial Relations).



### Women's Bureau Director Resigns

Dr. Lita-Rose Betcherman, Director of the Ontario Women's Bureau, has resigned from her post in order to further her studies.

Appointed Director of the Bureau in September, 1966, she has guided its development through its formative years when it operated mainly as a research and information bureau to its present functional and operational status. The Bureau has the responsibility of administering The Women's Equal Employment Opportunity Act. The Act prevents discrimination in employment because of sex or marital status.

In addition to her professional career, Dr. Betcherman carries on a full family, social and community life. She is the mother of four children.

She graduated with a B.A. Arts Degree from the University of Toronto in 1948 and received her Master's degree from Carleton University in 1962. She was awarded a Doctorate in History by the University of Toronto in 1970.

From 1961 to 1964 she was lecturer in the Department of History at Carleton University.

During the years between graduation and the return to university, Dr. Betcherman played an active role in women's, children's and welfare organizations in Ottawa.

In 1961, in recognition of her communal and welfare work she was appointed by the Ottawa City Council to the Charitable Foundation Committee.

In 1967, she was appointed a member of the Ontario Human Rights Commission, of which she will continue to remain a Commissioner.

Dr. L.R. Betcherman



## Changes in Human Rights Commission

### New Chairman Appointed

Dr. Daniel G. Hill has been appointed Chairman of the Ontario Human Rights Commission. He succeeds Dr. Louis Fine, the first chairman of the Commission, who is retiring after 20 years of distinguished service in the field of human rights.

Dr. Hill has been Director of the Human Rights Commission since its formation in 1962 as the first commission in Canada dealing solely with human rights, and has been responsible for expanding its services for people in all parts of the Province.

As chairman of the Commission, he will be responsible for reviewing and guiding the Commission's activities and advising the Minister of Labour and the Government on human rights policies.

Dr. Hill is an executive member of the International Association of Official Human Rights Agencies and has worked closely with the Race Relations Board of Great

Britain. In recent years, he has assisted several Canadian provinces in developing human rights legislation and educational programs.

The new chairman entered the human rights field after an academic career as a sociologist and lecturer at the University of Toronto.

He was an Arts graduate of Howard University, Washington, D.C. in 1948. He later undertook special studies at the University of Oslo, Norway, and received his Master's Degree in Sociology from the University of Toronto. He achieved his Ph.D. from the same university in 1960.

From 1955 to 1957 Dr. Hill was Research Director of the Social Planning Council of Metropolitan Toronto and later became Executive Secretary of the North York Area Planning Council.

Dr. Fine, the retiring chairman, has a long and distinguished record both in the trade union movement, with which he became associated in the late 1920s, and as a conciliator in the labour-management

field. His activities earned him the title of "Louis the Peacemaker" in the 1930s and in recognition of his service to the public he was awarded an honorary L.L.D. degree by the University of Windsor in 1964.

### Human Rights Director

Dr. Hill's successor as Director of the Ontario Human Rights Commission is Mr. Robert W. McPhee, who has been Assistant Director since 1969.

Mr. McPhee joined the Commission in March, 1966 and opened the northern regional office in Thunder Bay. Establishing links with the Indians, he brought to the attention of the Commission problems facing them. In 1969 he moved to the Toronto office as Chief of Field Services. Later as Assistant Director, his responsibilities included supervision of the Commission's regional offices.

A United Church of Canada minister, Mr. McPhee served in parishes in Nova Scotia and throughout Ontario. He also served as minister of an inter-racial church near Rochester, N.Y. and was involved in programs to assist black migrant labourers.

Mr. McPhee is a graduate of McMaster University, where he majored in the social sciences. He received a degree in theology from Emmanuel College of the University of Toronto and took additional post-graduate studies at Colgate Rochester Divinity School in Rochester, N.Y.



Dr. D.G. Hill,  
Chairman of the Ontario Human Rights Commission.

Mr. R.W. McPhee





## Appointment of Two Human Rights Commissioners

The vacancies created on the Human Rights Commission by Dr. Fine's retirement and the relocation of Mr. Eberlee, who was formerly Secretary of the Commission, have been filled by the appointment of two eminent new Commissioners, Miss Valerie Kasurak, of Windsor, and Professor Walter Currie, of Peterborough.

Miss Kasurak has made significant contributions in many areas of public life as vice-president of the United Community Services of Greater Windsor, chairman for Citizenship and Immigration of the Provincial Council of Women of Ontario, president of the Windsor Life Underwriters Association and member of the Windsor Press Council.

As a member of the Ukrainian Canadian Business and Professional Association and a member of the Windsor Advisory Committee on Employment, to which she was appointed by the Ontario Government in 1968, Miss Kasurak has expressed her strong interest and concern with the employment problems faced by many new immigrants and minority groups.

Her experience with the United Nations will also be valuable to the Commission. She was an alternate representative for Canada to the UN Human Rights Commission in New York in 1964 and in Geneva, Switzerland in 1965.

Professor Currie, Chairman of the Department of Native Studies Program at Trent University, Peterborough, is fluent in the Ojibwa language and has worked with numerous Indian organizations and is past president of the Indian-Eskimo Association of Canada.

For many years he was an adviser on Indian Affairs to the Ontario Department of Education. He is a former school teacher and principal of Danesbury Public School in North York. Professor Currie's broad experience in education will be particularly valuable to the Commission in developing a strong human rights program in educational institutions.

## People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

### Mechanical Contracting Trades Conference

At a one-day conference held on November 24, 1971 at Queen's Park, top management and labour representatives met with officials of the Industrial Training Branch of the Department of Labour to assist the training officers of the Department assess the type and quality of training programs now available to apprentices in the mechanical contracting trades.

In addition to presenting views on present programs, the labour and management delegates, working in groups, considered the results of a survey carried out by the Industrial Training Branch into the industry's occupational mix, the tasks involved in each occupation and the influence of new production techniques on these tasks.

The report was based on interviews with 429 Ontario firms involved in construction, manufacture and servicing of water systems, sewage, wet and dry heating systems and air-conditioning and refrigeration.

The study was one part of a five-part research program by the Department of Labour, designed to ensure that its training programs are geared to meet present and future requirements for skilled tradesmen.

### Horticultural Apprentices Graduate

Eighteen students have graduated from the Province's first horticultural and landscaping apprenticeship program at Humber College of Applied Arts and Technology.

The training program was instituted two years ago at Humber College with the assistance of the Department of Labour, in response to requests for such a program from horticulturalists and landscapers throughout the Province.

The students, who are registered with the Department as apprentices, spend two

terms at the college. The first term, of 12 weeks' duration, provides basic knowledge of the industry. Following a work period which gives them practical experience, the students return to the college for an eight-week advanced horticulture course.

The curriculum covers all aspects of landscape and site development, including business practice, surveying, cost estimating, surface contouring, drainage, turf and grounds maintenance, tree-planting and nursery operations.

There are 40 students currently enrolled in both terms of the program at Humber College.

### Television Series

The Information Services Branch of the Department has prepared a second series of television programs designed to inform Ontario residents of the services and operations carried out by the various branches of the Department of Labour.

This year the series consists of three half-hour programs which cover the areas of Human Rights, the Safety and Technical Services Division and the Manpower Services Division.

The Human Rights segment focuses on human rights legislation regarding age discrimination, housing and job discrimination and problems faced by Canadian Indians. The film devotes a section to the Toronto "storefront" office which provides assistance to immigrants in their native languages.

Areas covered by the safety segment include industrial safety, construction safety, boilers and pressure vessels, the safe use of oil-burning space heaters and gasoline, the development of a uniform building standards code and elevating devices.

The operations of the Industrial Training Branch, the Ontario Women's Bureau and the Employment Standards Branch of the Manpower Services Division are included in the third segment.

The programs will be produced with the assistance of cable television companies in Toronto, Thunder Bay, Ottawa and London. Through exchange agreements with other cable television outlets, the programs will be seen across the Province during the period from February to April.

### 175 Years of Service

Seven members of the Department of Labour with a total of more than 175 years of government service between them were welcomed into the Quarter Century Club of



the Ontario Civil Service by then Labour Minister Gordon Carton, QC on December 10.

Mr. Carton presented membership pins and cards to Miss Catharine Alberta Davis, general clerk, Operating Engineers Branch; Mr. Joseph M. Flannery, field officer with the Ontario Labour Relations Board; Mr. A.F. Krestensen, Kingston regional manager, Industrial Safety Branch; Mr. R.B. Lightbown, executive officer, Safety and Technical Services Division; Mr. D.C. McNeill, employee counsellor, Personnel Branch; Miss Alice Milne, office manager, Elevating Devices Branch; Mr. John H. Ohrt, construction safety officer, Construction Safety Branch.

### Communications Seminars

An on-going program has been developed to create closer liaison between the school system and the Industrial Training Branch. A series of weekly "communications seminars" for guidance counsellors from secondary schools, the outcome of a pilot project organized by the Operations Section of the Branch under Mr. H.E. Lucas last May and June, began on October 18, 1971.

Up until February 7, when the first series ended, a total of 75 guidance counsellors from more than 20 schools run by the Scarborough Board of Education have spent a full day, in groups of five, in the Industrial Training Branch finding out for themselves about the aims and objectives of the Branch's activities.

In addition to hearing talks on apprenticeship, short-term and modular training, the visitors were given information on all the types of testing of applicants carried out by the Branch, such as progressive achievement testing for those applicants who cannot produce written proof of a Grade 10 qualification.

They also sat in with resident Branch counsellors conducting interviews with applicants and each seminar concluded with a discussion session between the visiting teachers and Branch officers. A second series of seminars is being organized for guidance counsellors from secondary schools run by the North York Board of Education.

### Labour Safety Symposium

A total of 160 professional engineers, steel fabricators, shop supervisors, educators and union officials from across Canada and the United States attended a one-day symposium on fracture mechanics sponsored by the Ontario Labour Safety Council and the Canadian Society for Mechanical Engineering in Toronto, on November 26, 1971.

Speakers at the symposium were Dr. George Ford, Dean of Engineering, University of Alberta; Mr. William S. Pellini, Superintendent, Metallurgy Division, Naval Research Laboratory, Washington D.C.; and Mr. Edward V. Bravenec, P. Eng., Supervising Metallurgist, Armco Steel Corporation, Houston, Texas.

A panel discussion on "Fracture Problems and the Application of Fracture Mechanics" featured Dr. David J. Burns, P. Eng., Professor of Mechanical Engineering, University of Waterloo; Mr. Guest Hake, P. Eng., Manager of Nuclear Safety Engineering, Atomic Energy of Canada Ltd., Chalk River; Mr. Robert F. Hawkins, P. Eng., Director, Boilers and Pressure Vessels Branch, Ontario Department of Labour; and Mr. L. Patrick Trudeau, Engineering and Physics Section, Canada Department of Energy, Mines and Resources.

### Magazine on Exhibition

The September, 1970 issue of *Task* will be included in a circulating exhibition arranged by the Extension Services of the Art Gallery of Ontario to be shown at smaller galleries, universities and libraries throughout the Province from September, 1972 to June, 1973.

The exhibition, which includes posters, book, magazine and catalogue covers by Canada's leading designers, will be called "Graphic Communication Canada" and comprises the graphic section of the 91st Annual Exhibition of the Royal Canadian Academy of Arts which travelled across the country last year.

### New Publication

The Ontario Human Rights Commission has produced a booklet entitled *A Brief Pictorial History of Blacks in Nineteenth Century Ontario*, illustrating the contribution of the early black immigrants to this Province. It is planned as the first of a series to identify different ethnic groups in the community.

Canada  
Post  
Postage paid  
Postes  
Canada  
Payé l'avis

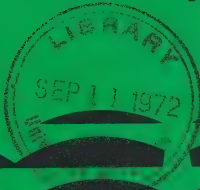
Third  
Troisième  
class  
classe  
No. 8417  
TORONTO

News from the  
Ontario Ministry of Labour

Volume 7 Number 1  
Summer, 1972

# Task

Government  
Publications



CA2 ØN  
L  
T10

# Task

News from the  
Ontario Ministry of Labour

Volume 7 Number 1  
Summer, 1972

- 3 Ministry of Labour's Role  
in New-Style Government
- 10 Statistics and Review
- 13 Students Learn about  
"Selling Themselves"
- 16 "Commission on Wheels"
- 19 People and Events

Hon. Fern Guindon  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
R.D. Johnston  
*Deputy Minister*

D.E. Hushion  
*Executive Director,  
Employment Services*

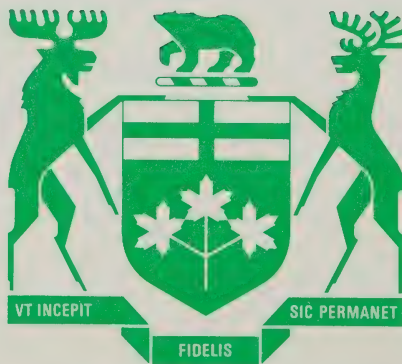
M.K. Dibble  
*Executive Director,  
Finance and Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

Published quarterly by the Ontario  
Ministry of Labour, 400 University Avenue, Toronto.  
It is available without charge. Permission to reprint  
any material herein, with credit to the Ontario  
Ministry of Labour, may be obtained upon written  
application to the Editor. Views expressed are those  
of the writers and do not necessarily reflect  
official opinion or policy.

New designs of the Coat-of-Arms of the Province  
of Ontario and of the trillium symbol have recently  
been introduced. Different colours will distinguish  
the use of the emblems by various ministries.





## Ministry of Labour's role in evolution of

# NEW-STYLE GOVERNMENT

**In meeting the challenges of the future, the Ministry will maintain its traditional responsibilities of safeguarding the well-being of Ontario's work force. But it is at present also evaluating what further functions it will fulfil as part of the Resources Development Policy Field in the restructured government service. These will include exploring more effective ways of identifying and responding to the changing needs of our society and economy.**

In the half century following its establishment, the Ontario Department of Labour expanded into a highly complex and many-sided operation concerned with the development and protection of human resources within the widest context of employment.

At present, as part of the evolution of the new design for government now being implemented, the senior personnel of the Department, renamed the Ministry of Labour on April 1, are in the process of evaluating and redefining its role so that its functions will provide the greatest benefit to the people it serves in a rapidly changing and dynamic society.

"The new Ministry's set of responsibilities will permit an even greater concentration on the challenges of the 1970s in areas directly affecting employment—industrial relations, employment standards, occupational safety, and human rights", says Mr. Robert D. Johnston, Deputy Minister. The Ontario Government is currently under-

going the most massive and far-reaching reorganization in its history to streamline the management of its programs and the operation of its day-to-day activities by establishing ways of achieving greater government productivity and effectiveness in response to the new demands posed by this and future decades.

Over the past 20 years, dramatic and accelerating changes have transformed the character of Ontario—the population, the nature of the economy and social life and conditions have altered almost beyond recognition.

The population of the Province in 1960 was slightly over 6 million; today it is edging close to 8 million—over a third of Canada's total population. In 1941, census figures showed that roughly 40 per cent of the population of the Province lived in rural areas and 60 per cent in urban areas. By 1966, according to the latest figures available, the proportion was something under 20 per cent rural compared with over 80 per cent urban.

This has been accompanied by a drain from agricultural pursuits to industrial and commercial occupations in the towns and cities and Ontario has become the most highly industrialized province in Canada—a third of Canada's work force resides in Ontario and we produce more than half of the nation's manufactured goods. Since 1960, the gross provincial product has risen from around \$15.3 to \$34.6 billion.

To keep pace with this rapid growth, the Government of Ontario has also con-

stantly increased the scope of its services to the people. In 1960, the Provincial Government had 32,000 employees. A decade later, as the largest employer in Ontario, the number had increased to over 62,000. In the same period, government expenditure rose from \$786 million to over \$3 billion.

### **Difficult to Manage**

Although the methods, policies and programs of the government service have been modified and revised repeatedly over the years to adjust to changing needs and developments, the structure of that government was fashioned for very different times and conditions. The challenges to be faced in the 1970s and in the future are strikingly different from those earlier days. There had to be a search for new ways of lowering costs, while maintaining and improving service to the public. A new look had to be taken at the whole structure of Ontario's system of government—to understand how it was organized, how it worked and then to examine how it could be reshaped and streamlined.

It had become apparent that the government organization had grown so large and complicated that it had become difficult to manage, leaving ministers without sufficient time for policy-making. At the same time, the demand for services was outstripping revenue, with many programs competing for the same funds; tough priority choices have had to be made on how to maintain on-going programs and at the same time to inaugurate additional projects within exist-

ing revenues, without reducing the government's service to the people.

Many of the issues which face government today did not exist ten years ago. Not only are they more complex but many of them require speedier reactions and decisions. Issues affecting the public have become more and more difficult to fit into the convenient, traditional, narrow organizational slots provided by the operation of individual government departments as separate and distinct entities.

Social problems today cut across these traditional departmental lines and if government is to keep ahead of society's needs, the approaches of the past quarter of a century are no longer adequate. Departments can no longer operate effectively in virtual isolation since there is almost always an inter-action and inter-relationship between the activities of one department and those of another.

### Management Analysis

Having determined that this need existed for a constructive appraisal of its operating methods, the Government instituted a comprehensive management analysis project by appointing a Committee on Government Productivity, headed by Mr. J.B. Cronyn, in December, 1969. The target given to the Committee by Premier John Robarts was: "To inquire into all matters pertaining to the management of the Government of Ontario and to make recommendations as in its opinion would improve the efficiency and effectiveness of the Government of Ontario".

Basic questions underlying the two-year reappraisal undertaken by the Committee were:

—Is the way we are doing things today the best way for tomorrow?

—How can we use our human, financial and material resources more efficiently?

—What new concepts of management can be applied to the management of government?

—How can we anticipate the social and economic needs and conditions of the future and how can we adapt and plan to meet them?

The COGP approached their task by integrating and involving a cross section of senior government officials as well as top business executives from the private sector. Exhaustive interviews and studies were carried out in several centres of the Province and briefs and submissions received from a broad range of interested parties before the Committee announced the first of its recommendations at the end of 1971, followed by a series of Reports dealing with

various aspects of a major reassessment of government management.

In a statement to the Legislature in December, 1971, Premier William Davis announced: "The recommendations of the Committee, which include changes in the Cabinet and departmental structure, are designed to increase the capacity of government to respond to change, to add to the quality and efficiency of the decision-making process, and to ensure that there is a proper balance in the emphasis which we are able to give to broad, long-term policy questions, as well as to the onerous task of directing the day-to-day operation of Government programs".

As an outcome, a massive reorganization was inaugurated at the beginning of this year in which departments have been reshaped and structured, programs realigned and priorities reviewed. To ensure that the Government of Ontario will meet the challenges of the future in the most forceful and effective manner possible, it is expected that the process of implementation will take place over a considerable period of time and on a continuing basis.

In its simplest terms, the concept of the new structure is the grouping together of 22 departments and some 250 Authorities, Boards and Commissions into six new entities. Three of them comprise Policy Fields which relate to resources development, to social development, and to justice. There are also three separate ministries which relate to the administration of finance, economics and intergovernmental affairs; revenue; and the provision of services common to the operation of government.

### Related Objectives

Each Policy Field is a self-contained group of ministries and agencies with separate but related missions corresponding to a major purpose of government. The COGP examined the many individual programs of the different existing departments to see whether there was a "family" relationship between groups of such programs which could link them with a common purpose and result in improved co-ordination, implementation and delivery of such allied programs and services.

As an outcome, the Government accepted the Committee's recommendation for the establishment of the three broad Policy Fields, each to incorporate those programs and services, provided by the individual departments, for which the basic objectives are substantially inter-related and complementary.

Thus the Social Development Policy Field has as its concern the well-being of

individuals and families and will foster the development of favourable social conditions for the citizens of the Province in such areas as health, education and community and social services.

The objective of the Resources Development Policy Field (into which the Ministry of Labour falls) is to promote and manage the economic development and the preservation of provincial resources in the broadest sense.

The Justice Policy Field will focus on the traditional responsibilities of the Government in regard to the established legal system and the administration of the courts, as well as on the protection of basic rights in a wide range of circumstances affecting the lives of citizens.

To ensure the greatest degree of co-operation and communication, a system of interlocking links has been established at the senior management and decision-making level for evaluating major policy proposals, setting priorities and for the co-ordination, implementation and delivery of programs and services in the new structure of government.

### Two Types of Minister

In the day-to-day operation of government functions, two types of Cabinet Minister have been introduced—Policy Ministers and groups of ministers with program responsibilities. The Cabinet Minister who is the operating head of each ministry grouped within a Policy Field administers and develops policies for his Ministry, answers to the Legislature and to the public for the effective carrying out of those policies and works closely with the other ministers in his Field under the leadership of the Policy Minister.

Each of the three Policy Ministers is freed of specific operating responsibilities to enable him to concentrate on policy co-ordination and long-range planning to ensure that new programs and organizational structures evolve to meet changing needs. He acts as a link between the ministers in his group and the Policy and Priorities Board of Cabinet, which is headed by Premier Davis and is the senior policy advisory body reporting to the full Cabinet.

The major administrative link within the government service itself is the Management Board of Cabinet, which, in brief, establishes the ground rules under which ministries acquire and use resources; personnel policies; and policies on common services, program analysis and over-all organizational design.





### Realignment of Programs

Over the years of government expansion it was inevitable that there should develop overlapping or duplication of services introduced by individual departments, which has led in the past to a lack of co-operation and integration of programs with a common aim and in some cases to a broadening of the original objectives of some departments.

In its implementation of the new concept, which represents an important shift from organizational fragmentation to the evolution of a closely integrated system of activities, the Government has made a number of far-reaching changes to break down the vertical barriers which had grown up between operating units and to gear administration so as to encourage inter-departmental co-ordination on the policies and execution of services.

New ministries have been formed within the framework of the Policy Fields and some departments no longer exist in their original form. Based on the review of existing government activities, programs have been re-aligned, transferred or incorporated with those of other ministries in cases where the goals of such programs were redefined in terms of the objectives of a different Policy Field.

Accordingly, when the parameters were established for the Resources Development Policy Field, which includes activities relating to industrial development and trade, tourism, agriculture, labour, natural resources, environment, and transportation and communications, a number of programs which formerly fell within the jurisdiction of the Department of Labour were reviewed to see whether they rightfully fitted in with the objectives of the Policy Field.

As an outcome of this analysis, the decision was made that the functions of the Industrial Training Branch, which carries out the responsibility of developing and upgrading the skills of the worker through apprenticeship and short-term training projects, belonged more properly with the Ministry of Colleges and Universities in the Social Development Policy Field under the broad umbrella of education.

In the same way it was decided that those branches of the Department's Safety and Technical Services Division which deal in the broadest sense with the safety of the general public—the Elevating Devices, Energy, Boiler and Pressure Vessels, Operating Engineers and Uniform Building Standards branches—be transferred to the Ministry of Consumer and Commercial Relations in the Justice Policy Field. This would enable the Ministry of Labour to concentrate on those programs which deal



specifically with the safety of the worker at his place of work.

And the Office of the Athletics Commissioner, which supervises the licencing, taxing and operation of all amateur and professional wrestling and boxing in the Province and promotes and provides grants and equipment to encourage amateur sports, has been relocated in the Ministry of Community and Social Services in the Social Development Policy Field.

### Redefining Role

All these programs were inaugurated as the former Department of Labour progressed to playing a larger and more active role in keeping pace with the needs posed over the years by rapid technology and other economic changes in society.

When the Department first came into being, it was responsible for the administration of five Acts to protect the working conditions and safety of working men and women. Fifty years later, its functions had been extended to incorporate the administration and enforcement of over 20 pieces of legislation covering an increasing range of matters affecting the lives of the Province's labour force. A number of the programs which developed out of this growth inevitably related to the safety, well-being and protection also of the public in a wider sense.

In the new Resources Development Policy Field, headed by Provincial Secretary A.B.R. Lawrence as Policy Minister, the Ministry of Labour is grouped with the Ministries of Agriculture and Food, Environment, Industry and Tourism, Natural Resources, and Transportation and Communications.

As a result of the restructuring of government services, the Ministry of Labour is now actively evaluating and redefining its future role within the over-all objectives of its Policy Field and studying the possible shifts in emphasis in the ways in which to carry out most effectively its responsibilities.

In doing so, close collaboration and linkages are being maintained with other ministries not only in the resources development area but also with those whose programs and goals have an inter-relationship bearing on conditions of the over-all social and economic welfare of the labour force.

### Maintaining Services

It is too early to predict in detail or in exact terms how the Ministry of Labour's role in its Policy Field will crystallize. But in this period of transition and evaluation, the primary goal is to maintain without interruption the services provided.

In continuing its function of advancing the well-being of workers and the community by encouraging the productive use of labour, promoting harmony between labour and management and protecting workers against socially undesirable terms and conditions of employment, the structure of the Ministry now breaks down into three major operating fields—the Employment Services Division, the Industrial Relations program and the Ontario Human Rights Commission.

Grouped within the Employment Services Division, directed by Mr. D.E. Hushion, are the Employment Standards Branch, the Women's Bureau, the Construction Safety Branch and the Industrial Safety Branch. In brief, the legislation these branches administer and enforce and the programs they conduct are concerned with safeguarding equitable terms and conditions of employment, and in ensuring the safety of workers at their place of employment.

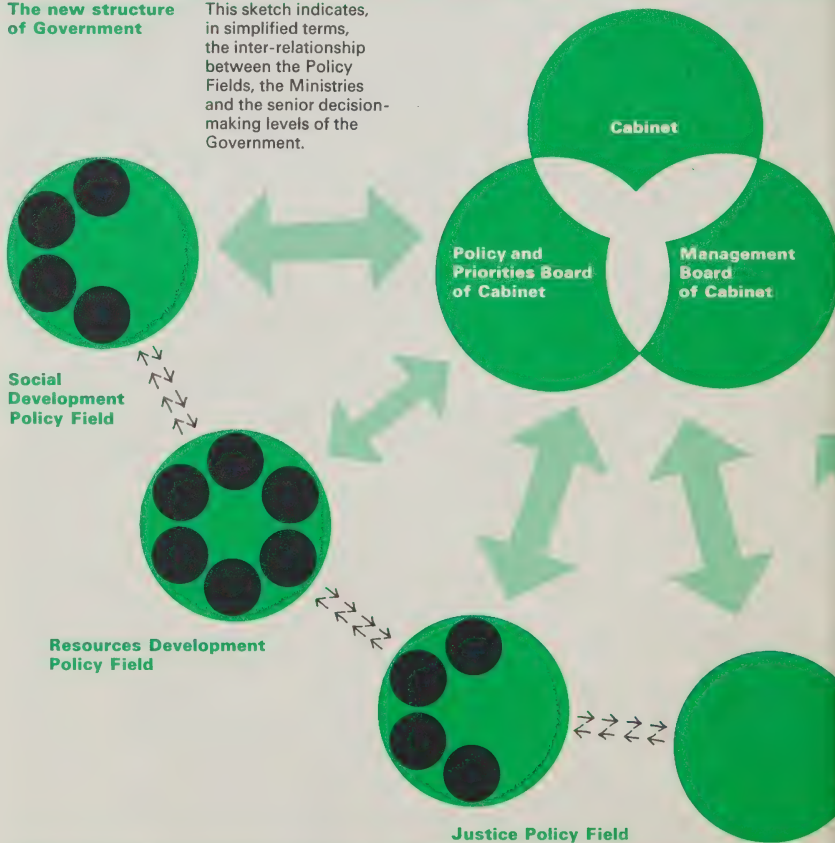
The Industrial Relations program is administered by one of Canada's top medi-

ators, Mr. William H. Dickie, who was appointed Assistant Deputy Minister (Industrial Relations) on January 1. It comprises the Ontario Labour Relations Board, the Ministry's Conciliation and Mediation Services and the Labour-Management Arbitration Commission. Its objective is to maintain and promote labour peace and, in the broadest sense, the activities of the three sections encompass bargaining rights between labour and management, assistance in settling disputes connected with collective agreements and arbitration of grievances.

The Ontario Human Rights Commission, of which Dr. Daniel G. Hill is Chairman, is responsible to the Minister of Labour for administering the human rights legislation designed to give basic protection from discrimination to all, without regard to race, creed, colour, nationality, ancestry or place of origin, in matters of employment, housing, public accommodation and the publication of discriminatory notices, advertisements or job applications. It also safeguards people

### The new structure of Government

This sketch indicates, in simplified terms, the inter-relationship between the Policy Fields, the Ministries and the senior decision-making levels of the Government.



40 to 65 years old from discrimination in employment because of age.

While fulfilling its present and direct program responsibilities in these three major fields, the Ministry sees its future role as including also new and important functions of consultation and integration within its Policy Field in facing the challenges and resolving the problems which arise from the use of labour as a resource.

Thus, there is a need for the Ministry to assure that labour market requirements and concerns are properly reflected and dealt with in the development of over-all policy and programs.

### Increasing Complexity

One of the most important aspects of our rapidly changing technological society is the increasing complexity of relationships between labour and other elements of the economy. To achieve the optimum use of our resources in the growth of the economy, it is probable that further involvement by

government will become necessary in regulating these relationships.

This will increase the need for a thorough understanding of the forces at work today and in the future. With its experience, expertise and the knowledge developed in its close working with all sections of the labour force, the Ministry is in the position of assuming the responsibility to ensure that this understanding is broadened and communicated as thoroughly as possible.

As an example, in a dynamic economy the skills required in the work force are continually changing; rapid industrial development will affect job content, job tenure and job opportunities. Examination in depth in these and other areas will be required to produce statistical data on the distribution of employment by occupation, industry and region, the ways in which this distribution is changing and careful study of the factors that alter the content and scope of jobs.

This type of information is of basic importance for use by government in policy decisions, the development of legislation

and the operation of programs to ensure the most suitable allocation of training resources. It is also of major concern to the public in understanding government policy and in reaching well-informed decisions on a wide range of questions affecting labour, including individual occupational choices.

### Employment Standards

The emphasis on the greater development of educational and consultative techniques inherent in this aspect of the Ministry's function would result also in fresh approaches in how the Ministry of Labour will in the future carry out its own responsibilities. This thrust is likely to influence every aspect of the Ministry's activities.

As an instance, considerable attention is being devoted to establishing means to increase use of existing programs, especially by disadvantaged groups in the community.

Thus, while a wide target of workers who have relatively little bargaining power are now assisted by the development and enforcement of a comprehensive range of employment standards to ensure minimum basic wages and other fair working conditions, it is necessary to examine in which way such programs could reach more of the people who would benefit most from them.

Those most vulnerable to exploitation in employment are recent immigrants unfamiliar with our ways and language, native people who are new entrants to the work force, the older and the unskilled worker.

To deal more effectively with the employment problems of these people, and their right to share in the affluence of our society and to work under conditions that are relative to that affluence, is seen as a primary responsibility of the Ministry of Labour. It will be necessary to explore in depth the reasons for their labour market circumstances in an effort to assist them to the point where they will no longer be dependent on minimum government standards.

Also, there are a number of industries in which low wages and substandard working conditions prevail because of difficulties experienced by firms in marketing their products, low labour productivity based on inadequate capital investment, outdated production methods or lack of management skill.

In such situations, the Ministry might work with both management and labour and other government agencies to assist in improving the capacity of a firm or industry to the point where the upgrading of wages and conditions becomes possible.

**The Ministries grouped together within the three Policy Fields are listed on the right:**

#### Social Development Policy Field

Colleges and Universities  
Community and Social Services  
Education  
Health

#### Resources Development Policy Field

Agriculture and Food  
Environment  
Industry and Tourism  
Labour  
Natural Resources  
Transportation and Communications

#### Justice Policy Field

Attorney General  
Consumer and Commercial Relations  
Correctional Services  
Solicitor General





### Positive Attitudes

In the same way, new approaches are being examined in the field of occupational safety to maintain and improve the effectiveness of the Ministry's programs in reducing the frequency and severity of industrial accidents. As well as being a major cause of individual hardship, accidents result in a costly reduction in economic production and waste of human resources.

Experience has shown that a large percentage of industrial accidents happen because of insufficient knowledge of or insufficient concern for safety practices on the part of the employer or the employee. While continuing the regulatory function for ensuring safety standards at the place of work required by the legislation, greater emphasis is likely to be placed in future on educational methods directed at instilling more positive attitudes in workers and employers towards occupational safety.

In the field of labour-management relations, collective bargaining is likely to remain a major way of establishing the terms and conditions of employment in our economy. The Ministry of Labour, through a wide range of programs, plays a key role in ensuring that this system operates effectively.

The Government's principal concerns in this area are that workers are afforded an opportunity to organize and bargain collectively under rules that protect the rights of employees, trade unions and employers; that economic losses associated with work stoppages be minimized; and that conflicts between the results of collective bargaining and broad economic objectives be reduced.

The problem of the future will be to ensure that the existing system of providing for employee and employer rights and responsibilities is consistent with changing attitudes and economic conditions. Collective bargaining is a major economic institution for determining wages and working conditions. Accordingly there is a need to identify its impact in terms of broad economic objectives such as price stability and an efficient allocation of labour resources. This implies that studies must be undertaken, especially in problem areas, with a view to assessing what, if any, policy responses may be required.

### Appropriate Climate

In reviewing its role in the development of policies and procedures within the labour relations field, one matter to which the Ministry has given top priority is collective bargaining in the construction industry.

Senior staff members are actively involved in discussions with unions and management

to find ways to rationalize and improve the process and the Minister of Labour has announced his intention to appoint a Steering Committee to advise him concerning this subject.

Another concern in its evaluation of more effective procedures in the resolution of disputes and in limiting industrial conflict is the creation of an appropriate climate for collective bargaining. This will involve providing the kind of information which would prove useful to both sides in negotiations so that well-informed decisions can be made. It may also involve some form of pre-negotiation with parties to a contract, or education programs aimed at developing positive approaches to collective bargaining.

The shifts and changes in our society continue to present ever-increasing challenges in the field of human rights. If Ontario is to maintain its position as a leader in dealing with problems created by prejudice and discrimination, new structures, approaches and procedures will be required in broadening the scope of the Ontario Human Rights Commission. Here, too, a process of re-evaluation is at work and special emphasis is being given to even greater efforts at the community level as a key to successful program planning in the future.

In making its recommendations to the Government, the Committee on Government Productivity stressed that an advantage of the new system of policy fields and restructuring of ministries would be its flexibility in the face of changing public needs in the future.

### Sensitive to Change

"Innovation cannot be a one-time exercise. The process of self-evaluation on the part of government must be continuous. Government must be aware that what is up-to-date and viable today may well be outdated and ineffective at some point in the future.

"As an operating principle, government must be consciously and constantly sensitive to changes in its environment and always be ready to make modifications in structure and to welcome adaptation and adjustment to change.

"This new organization, by its nature, also encourages experimentation, stimulates service to the public and facilitates new concepts of management. It opens the door to creative approaches to the processes of government, particularly in the delivery of programs. Further, it clears the way for a fundamental reordering of program management, a reordering which can only take place over a number of years".

All sections of the Ontario Government are now involved in this process of self-evaluation. In the months ahead this thrust is likely to influence every section of the Ministry of Labour's activities as its role becomes more fully defined within the parameters set out for the new Resources Development Policy Field.

Its traditional three-fold objective of protecting the well-being of the work force, of promoting harmony between labour and management and of encouraging the productive use of labour will remain unchanged.

But greater emphasis will be placed on developing methods of identifying in greater depth the fundamental needs and concerns of the labour force and of developing means of responding to these needs and the changes which will occur in the future. This will relate not only to the program responsibilities of the Ministry itself but to other labour-oriented activities within the Policy Field. And it will involve close program and policy linkages with the other Policy Fields, especially Social Development.

Thus the Ministry of Labour may become increasingly a vehicle for conducting greater research and study for the provision of comprehensive labour market information. This would incorporate defining and analyzing the manpower implications of economic change, the effect on workers and the employment adjustment needs created by technological and market changes.

It would also include an expansion of information relating to the collective bargaining system and the impacts of labour relations and employment standards legislation in the face of changing conditions. All this analytical data will be a vital influence in the making of government decisions on policy and in the planning of programs related to the most effective use of people as our most valuable resource, not only as workers but in ensuring the protection of their rights within the community.



# Structure of the Ontario Ministry of Labour

Inquiries concerning the Ministry may be made to the Information Services Branch of the Ministry of Labour at 400 University Avenue, Toronto 100. The three-digit prefix to all Government telephone numbers has been changed from 365- to 965-. Thus, the number of the Information Services Branch is now 965-7941. The Main Switchboard number for the Government of Ontario is 965-1211.

## Industrial Relations

### Ontario Labour Relations Board

Responsibilities are largely of a judicial nature. These include the certification of unions as collective bargaining agents for employees of an employer; conducting votes of employees; hearing, investigating, and ruling on complaints of unfair practices by either unions or employer; and ruling on the legality of strikes or lockouts.

### Conciliation and Mediation Services

Assists labour and management in achieving mutually satisfactory settlements when negotiations between the two parties have broken down. The objective is to create an industrial relations climate conducive to the resolution of disputes. The Branch and the Labour Relations Board operate under The Labour Relations Act.

### Labour-Management Arbitration Commission

The Commission, established by The Ontario Labour-Management Arbitration Commission Act, provides trained arbitrators in disputes between labour-management parties during the life of a contract.

## Employment Services Division

### Employment Standards Branch

Maintains and enforces a variety of legislation designed to protect workers in both business and industry. Protection of employee rights includes basic minimum wages, hours of work, collecting unpaid wages due, and ensuring advance notice for dismissals and lay-offs. The Branch administers the Regulations established by The Employment Standards Act, The Industrial Standards Act, The Employment Agencies Act, and Schedules prescribing fair wages on government contracts.

### Women's Bureau

Concerned with the fuller utilization of Ontario's female labour force. The Bureau operates legislative (The Women's Equal Employment Opportunity Act), education, research and counselling programs.

### Construction Safety Branch

Concerned with the safety of workers in construction, excavation and underground work. Responsibilities include safety inspection of construction projects in the Province and administration of The Construction Safety Act, The Trench Excavators' Protection Act, and the underground work Regulations under The Department of Labour Act.

### Industrial Safety Branch

Concerned with the protection of persons in industrial establishments and, since the reorganization of the Government, in logging field operations. Administers The Industrial Safety Act and The Loggers' Safety Act. Also carries out inspections under The Canada Labour Code (Part IV) under an agreement with the Federal Government.

**The following list provides information on the branches and services of the new Ministry of Labour and their respective legislative responsibilities.**

## Ontario Human Rights Commission

Responsible for the administration of The Ontario Human Rights Code, which provides for protection from discrimination in employment, housing, public accommodation, and publication; The Age Discrimination Act, designed to protect the worker from exclusion from the work force solely on the basis of age. Also involved in a variety of educational and community programs designed to discourage prejudicial attitudes and to minimize social tensions wherever they exist.

## Administrative and Support Services

### Finance Branch

Responsible for all revenue and expenditure accounting for the Ministry in accordance with The Provincial Audit Act and The Financial Administration Act.

### Personnel Branch

Supporting role in recruiting, salary administration, training, counselling, employee records and benefits.

### Administrative Operations Branch

Co-ordinates the operations of the Ministry's District Offices and the centralized support services. The District Offices function as distinct units, providing administrative services for departmental inspectors and counsellors in field operations. They also supply information concerning the activities and services of the Ministry to the public on request.

## Special Services Branches

### Legal Branch

Provides services to the Ministry in all matters which require legal assistance and advice. This includes the drafting of new legislation and prosecution for infractions of the various Acts.

### Research Branch

Provides the Ministry with research services (including two libraries). The work involves analysis necessary for the development of policy, legislation, and programs, as well as exploratory research on more general questions pertaining to labour.

### Ontario Labour Safety Council

Advises Minister of Labour on all matters pertaining to safety education, recommendations concerning legislation, and accident prevention.

### Information Services Branch

Communicates the activities, changes and developments of the Ministry through liaison with other government bodies, the media, and the general public of the Province. Involves publications, exhibitions, films, speeches, correspondence.

### Systems and ADP Branch

Operates in a support and advisory capacity for the operating programs and activities of the Ministry; computerizes relevant data; introduces automated techniques where feasible and desirable.

This is a continuing series of statistics  
in areas of interest in the Ministry

# Statistics + Review

## 24

### C1

Volume of conciliation activity, \* Ontario Ministry of Labour  
January 1 to March 31, 1971 and 1972 (P)

Officer Stage	Disputes		Employees	
	1972	1971	1972	1971
<i>In process</i>				
Pending December 31	252	252	28,699	30,678
Referred during period	445	492	60,390	51,782
<b>Total</b>	<b>697</b>	<b>744</b>	<b>89,089</b>	<b>82,460</b>
<i>Disposed of</i>				
Settled by officer	204	215	18,033	24,118
Referred to conciliation boards	0	0	0	0
No Boards	217	219	29,715	27,064
Lapsed	7	11	558	228
<b>Total</b>	<b>428</b>	<b>445</b>	<b>48,306</b>	<b>51,410</b>
<b>Pending March 31</b>	<b>269</b>	<b>299</b>	<b>40,783</b>	<b>31,050</b>

### Conciliation Board Stage

In the first quarter of 1971, a conciliation board reported the settlement of one dispute, involving 3,644 employees. This resulted in settlements with 8 companies. There were no conciliation boards in existence in the first quarter of 1972.

P—Preliminary figures

### C2

Voluntary mediation provided by Conciliation and Mediation Services  
(including construction), January 1 to March 31, 1972\*

	Disputes	Employees
<i>Disputes carried over from previous months</i>	27	4,910
Assigned January 1 to March 31, 1972	79	21,855
<b>Total mediation in process</b>	<b>106</b>	<b>26,765</b>
<b>a. Mediation begun during post-conciliation bargaining:</b>		
<i>Settled without a work stoppage:</i>		
—at mediation	40	12,811
—following mediation assistance	1	5
—to arbitration	1	1,450
<i>Settled after a work stoppage:</i>		
—at mediation	4	836
—following mediation assistance	2	290
<b>b. Mediation begun after work stoppage:</b>		
Settled at mediation	9	797
Settled following mediation assistance	3	782
<b>c. Mediation disputes lapsed</b>	<b>2</b>	<b>8</b>
<b>Total disposition as of March 31, 1972</b>	<b>62</b>	<b>16,976</b>
<b>Pending</b>		
<i>a. Mediation begun during post-conciliation bargaining:</i>		
—no work stoppage	17	2,248
—work stoppage	20	5,431
<i>b. Mediation begun after work stoppage</i>	<b>7</b>	<b>2,100</b>
<b>Total pending as of March 31, 1972</b>	<b>44</b>	<b>9,779</b>

\* This report cannot be compared directly with previous conciliation reports since the data under the column headed "disputes" are the number of contracts processed (previous tables grouped contracts). The column headed "employers" which appeared on previous conciliation reports has been removed. If data comparable to previous conciliation tables is needed, please contact the Ministry's Research Branch.

\* The format of this report has been changed to distinguish between mediation efforts which were initiated prior to strike activity and after strike activity, and to indicate the success of the Ministry's mediators in assisting in both situations. The data reported under the column headed "disputes" are the number of contracts processed. If data comparable to previous tables is needed, please contact the Ministry's Research Branch.

**LB1**

**Number of cases dealt with monthly by the Ontario Labour Relations Board  
January 1, 1972 to March 31, 1972**

Type of Case	Received							
	January		February		March		Total	
	1972	1971	1972	1971	1972	1971	1972	1971
Certification	66	54	90	62	80	89	236	205
Termination	3	3	8	6	3	3	14	12
Successor status	2	—	6	2	1	2	9	4
Employer accreditation	1	—	6	—	2	—	9	—
Strike unlawful	—	2	3	10	1	2	4	14
Lockout unlawful	—	1	—	—	—	—	—	1
Direction under Section 123	—	—	1	—	—	—	1	—
Prosecution	7	23	9	8	5	16	21	47
Section 79	7	8	18	13	18	7	43	28
Miscellaneous	11	11	10	3	7	34	28	48
Total	97	102	151	104	117	153	365	359

	Disposed of							
	January		February		March		Total	
	1972	1971	1972	1971	1972	1971	1972	1971
Certification	87	61	94	57	90	67	271	185
Termination	8	3	2	5	—	5	10	13
Successor status	2	—	5	1	5	1	12	2
Employer accreditation	—	—	—	—	—	—	—	—
Strike unlawful	1	5	6	7	—	1	7	13
Lockout unlawful	—	1	—	1	—	1	—	1
Direction under Section 123	1	—	2	—	—	—	3	—
Prosecution	6	11	4	30	7	5	17	46
Section 79	20	10	6	11	7	7	33	28
Miscellaneous	11	6	16	9	14	8	41	23
Total	136	97	135	120	123	94	394	311

**LB2**

**Number of cases dealt with by the Ontario Labour Relations Board  
April 1, 1971 to March 31, 1972**

Type of case	Number received		Number disposed of	
	1971-72	1970-71	1971-72	1970-71
Certification	952	1,015	981	1,065
Termination	70	75	66	82
Successor status	35	30	38	24
Employer accreditation	25	—	4	—
Strike unlawful	36	77	36	79
Lockout unlawful	—	—	—	—
Section 123	8	1	8	—
Prosecution	175	177	172	178
Section 79 (Formerly Section 65)	189	145	158	155
Miscellaneous	112	113	112	90
<b>Total</b>	<b>1,602(a)</b>	<b>1,633</b>	<b>1,575</b>	<b>1,673</b>

(a) 1971 figures are preliminary



**T1****Apprenticeship training conducted by the Industrial Training Branch  
by fiscal year (1)**

<b>Apprentices</b>	<b>1964-65</b>	<b>1965-66</b>	<b>1966-67</b>	<b>1967-68</b>	<b>1968-69</b>	<b>1969-70</b>	<b>1970-71</b>	<b>1971-72</b>
<i>Active apprentices at end of period</i>								
In regulated trades	9,813	10,613	12,407	13,438	14,916	16,577	15,640	16,087
In non-regulated trades	1,529	1,841	2,639	2,886	2,574	2,682	2,506	2,474
<b>Total</b>	<b>11,342</b>	<b>12,454</b>	<b>15,046</b>	<b>16,324</b>	<b>17,490</b>	<b>19,259</b>	<b>18,146</b>	<b>18,561</b>
<i>Registrations during the period</i>								
In regulated trades	4,243	4,174	5,598	5,315	5,524	5,845	4,930	6,085
In non-regulated trades	948	838	1,551	1,135	876	1,164	1,041	960
<b>Total</b>	<b>5,191</b>	<b>5,012</b>	<b>7,149</b>	<b>6,450</b>	<b>6,400</b>	<b>7,009</b>	<b>5,971</b>	<b>7,045</b>

(1) Fiscal year starts April 1, and ends March 31.

**T2****Apprenticeship registration with the Industrial Training Branch  
by month, 1970, 1971 and 1972**

<b>Month</b>	<b>Regulated Trades</b>			<b>Non-Regulated Trades</b>			<b>Total</b>		
	<b>1970</b>	<b>1971</b>	<b>1972</b>	<b>1970</b>	<b>1971</b>	<b>1972</b>	<b>1970</b>	<b>1971</b>	<b>1972</b>
January	571	428	445	136	68	70	707	496	515
February	378	348	563	106	77	71	484	425	634
March	577	449	510	122	61	58	699	510	568
April	335	378		75	52		410	430	
May	337	403		94	89		431	492	
June	297	317		80	21		377	338	
July	387	675		62	78		449	753	
August	256	548		36	90		292	638	
September	446	620		184	87		630	707	
October	557	550		139	179		696	729	
November	477	612		75	100		552	712	
December	613	464		90	65		703	529	

**T3****Trainees in short-term in-plant training conducted by  
the Industrial Training Branch by month, 1972**

<b>Month</b>	<b>In training at end of previous month</b>	<b>Added during month</b>	<b>Discontinued during month</b>	<b>Completed during month</b>	<b>In training at end of month</b>
	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>	<b>Under OTA **</b>
January	2,418	657	83	471	2,521
February	2,521	842	136	489	2,738
March	2,738	1,806	323	983	3,238
April					
May					
June					
July					
August					
September					
October					
November					
December					

\*\*Occupation Training of Adults Act of 1967.

As the Industrial Training Branch was transferred from the Ministry of Labour to the Ministry of Colleges and Universities at the close of the fiscal year, the Branch's statistics will no longer be reported in Task. Inquiries should be directed to the new Ministry.

# Students learn about "selling themselves"

by Graham Hughes



## High schools throughout Province use Ministry film to emphasize importance of the job interview in finding full-time and summer employment.

The businessman paused, glanced at his watch, then straightened up the papers he had been working on. He tightened his tie and almost unconsciously smoothed back his hair as if readying himself for some kind of confrontation. Then, prepared for what was to follow, he pushed the intercom button.

"Okay, Miss Turner, you can send the first one in".

The businessman? A personnel director. And the "first one" was the first of nine students scheduled for job interviews that afternoon.

This is similar to a scene repeated daily in personnel departments of companies throughout Ontario. This particular scene, however, is one of the opening sequences in a film, "Nine Came Trying", produced this spring by the Information Services Branch of the Ministry of Labour for use in high schools throughout the Province.

### Excellent Response

Miss Nora Quigley, Special Projects Officer who produced the film for the Information Services Branch, said that response to the initial offering of the film and subsequent comments were much better than had been anticipated.

"We had more than 450 requests for the film, and were able to fill more than 325. By the end of the first week in June—effectively the end of the school year—more than 25,000 students had seen the film and we had several requests for bookings in the coming term".

The film was an outgrowth of a program which has been running since 1970, designed to assist students look for and find summer employment. This program was, in turn, the result of an Attitudinal Research Survey conducted in the fall of 1969 which indicated a need for information on how to look for a summer job. The immediate result of that survey was a pamphlet, "How to Look for a Summer Job", produced in the spring of 1970 with 150,000 copies distributed to universities, colleges and secondary schools.

Comments from guidance counsellors led to the publication of the pamphlet in a

slightly altered form in the spring of 1971. To date, over 180,000 additional copies of the revised edition have been distributed.

The enthusiastic response to the pamphlet led to and reinforced the belief that a film on the topic of job interviews would be a useful tool in assisting both summer and full-time job-seekers find a position.

It was felt, in the beginning, that the most difficult aspect of finding a job—especially a first job—was experienced by students in "selling themselves" during the interview situation. Therefore, the film was aimed at providing the students with a list of dos and don'ts which, it was hoped, would increase their chances of having a successful interview.

### Concepts Researched

Before the film was written, three story lines or script ideas were prepared. Since all three versions had points to recommend their use, and since there was concern that the finished product should appeal to the student audience, it was decided to submit all three concepts to two panels of high-school students for their reactions.

Each group was composed of ten students from Grades 12 and 13. One group, from a suburban high school, consisted of seven boys and three girls. The other, from a more central Toronto high school, was split five and five.

After both groups had thoroughly dissected the three concepts and had also discussed their attitudes to job-hunting and the interview situation in particular, it became strikingly evident that students see the job quest as a very serious business.

The panels felt that since students at their own level would not have any more positive knowledge in the area than they themselves possessed, a documentary situation in which a class discussed problems faced in looking for a job and in taking job interviews lacked credibility.

The search for a job, and the interview in particular, creates high anxiety levels in the students. This fact was strongly considered when the final approach to the film was chosen. As one panel member said, "First you relax the students, and then you educate them".

The fact that the students reacted to the idea of a job interview in very real terms meant also that they rejected the concept of a staged interview or filmed lecture in favour of a "real" interview conducted by a "real" personnel officer whom they saw as a business-like professional.

Although the students on the panels were aware that an interview was part of the hiring process, they did not seem to



understand the relevance of the interview to their chances of getting the job. They seemed unaware of the extent to which being well prepared for the interview could influence the person conducting the interview.

### **Presents "Real" Situation**

As a result of the survey, it was decided that the film should present a "real" situation and should attempt to take a positive approach to the points to be put forward. There was also an attempt to reassure the student approaching the interview. When negative aspects of behaviour were touched on, an attempt to soften the impact was made by showing how modification of such behaviour could improve job possibilities.

In an attempt to tell the students that the interviewer also has his nervous moments, a scene was presented in which an applicant brought along his friends for moral support.

As Mr. Harvey, the interviewer in the film, pointed out, "Mr. McLauchlan, I know this may surprise you, but sometimes my job makes me a little nervous too. Unfortunately, I'm not able to bring my friends along for support. In the future, I'd suggest you try it alone as well".

The point made was, of course, that if you are to work alone for a firm, it is best to apply for the job alone. Also, in presenting the situation in this manner, it was hoped that there would be a lightening of the rebuke while still getting the information across.

The title, "Nine Came Trying", derived from the nine points made in the film through interviews with the nine applicants and, coincidentally, by the fact that the film runs for nine minutes.

### **Nine Points**

Following the interviews—partial interviews really, since time did not permit the showing of full interviews—Mr. Harvey reviewed the nine points that students should try to keep in mind when preparing for and appearing at an interview.

—"Job leads can be found in news stories about new contracts or plant expansion.  
—"A telephone call can set up an interview or can provide you with a name to write to in the case of future openings.

—"A resume is a vital part of a successful interview. (The research phase of the film project showed that the resume was the most misunderstood part of the selection

process; the students had been shown how to prepare a resume, but had little appreciation of the part that a good resume could play in landing them a desired job).

—"Be honest in listing education and past work experience—such information can be, and frequently is, checked—misinformation can cost you a job for which you might otherwise have been selected.

—"Dress to fit the position you are applying for—the interview is a kind of audition—come prepared to win the part, or the job.

—"Don't smoke during an interview unless invited to do so.

—"Always bring a pencil and paper to jot down points for future reference.

—"Before the interview take some time to find out as much as possible about the company.

—"Finally, know a lot about yourself—the interviewer cannot judge your talents and abilities unless you know them yourself and can tell him what they are and why you would be valuable to the firm".

### **Guidance Departments Contacted**

A general mailing to all high-school guidance departments in the Province in February told the schools of the availability of the film and outlined the content and purpose behind it. Enclosed was a stamped, addressed reservation card for those teachers who wished to see the film.

Within three weeks of this mailing, over 300 requests had been received. Over the next several weeks, the requests totalled almost 450 and brought the realization that not all the requests could be filled in the time left in the current school year. Accordingly, requests were filled on a "first come, first served" basis.

To ensure that as many schools as possible received a print of the film, three methods of distribution were implemented. The nine District Offices of the Ministry served as distribution centres for their areas. Schools in their locality were asked to pick up the film on the Monday and return it on the Friday of each week. Toronto area schools were serviced by driver delivery and pick-up every Friday. Schools in the remaining areas of the Province received prints through the mail. The combination of delivery systems made it possible for the 50 available prints of the film to be used by

each of over 325 schools for a five-day period.

Of the 160 schools returning review cards, only four did not use the film. Two mentioned that the interviewer was not "sympathetic enough" for their students.

However, the comments on the film have been primarily favourable. Mr. R. Courtman, a Hamilton teacher, returned the film with thanks and noted, "This film shows very clearly what I have been trying to teach for a long time".

One school reported that the film had not held the attention of the students when shown, but Miss G.C. Wilson, of Copper Cliff High School, said she "found this an excellent film which the students followed very closely".

From the comments received, it seems apparent that the film was most effectively used in small groups or classes where it formed a basis for airing problems encountered by class members when looking for jobs. According to Mr. R. W. Sutton, of Lambton Central Collegiate and Vocational Institute in Petrolia, the film was an excellent basis for discussion and "it really loosened the kids up and got them talking about their careers and worries with regard to job-hunting".

Along with the compliments came requests that the Ministry consider more films along the same lines, dealing with other aspects of the workday world. With the success of this first venture, the possibility exists that another such project may be undertaken.

### **Summer Jobs**

While much of the onus in getting jobs—especially summer jobs—falls primarily on the students involved, it is imperative that employers be reminded of the availability of the large number of students who are actively involved in the search for summer jobs.

With this latter fact in mind, the Ontario Ministry of Labour, on behalf of the Ontario Government, again this year conducted an advertising campaign aimed at alerting potential employers of the students' availability and to request that they consider opening job opportunities to these students.

The 1972 campaign was a continuation of a program inaugurated in 1969. The objective of the campaign this year was to persuade prospective employers that there are good reasons to hire students during the summer months and to encourage the employers to create job opportunities for them.

The slogan chosen to typify the aims of the campaign—to provide students with jobs so they could contribute to their



education expenses and thus invest in their own futures—was “Invest in Ontario Futures. Hire a student . . . their future is yours”.

The campaign began in March with newspaper advertisements in 13 major centres, running for a three-week period. This was followed by a four-week radio advertising campaign in 19 centres in the Province. In addition, more than 180 billboards throughout the Province carried the “Invest in Ontario Futures” message for a two-month period. Three editions of “Time” and the May and June editions of “Reader’s Digest” also carried the Government’s hire-a-student message across the Province.

It is hoped that, as a result of the campaign, most of the estimated 263,000 Ontario secondary, university and college students seeking work this summer will have found jobs for at least a part of their vacation period.

This year, in support of the advertising campaign, more than 17,000 personal letters signed by Premier Davis were sent to heads of Ontario companies, urging them to provide job opportunities for students during the summer.

### Co-operative Program

In addition to the advertising campaign, the Provincial Government is co-operating with the Federal Government and the Ontario Chambers of Commerce in Operation Placement, a program to provide opportunity and experience for young people today, thus helping them attain a more meaningful role tomorrow.

Speaking at a news conference called to launch the project for 1972, Mr. Charles Clark, President of the Ontario Chamber of Commerce, representing 203 local Chamber groups with 63,000 members, said, “We in private industry acknowledge and accept the responsibility of providing and creating jobs for the young people in Ontario”.

In 1971, more than 30,000 students found work through Operation Placement offices operated by students trained and employed by Canada Manpower Centres throughout the Province.

A recent survey showed that 60 per cent of the corporate members of the Chambers of Commerce have participated in Operation Placement as employers. Those responding to the survey revealed that the number of students placed in their firms in 1971 repre-

sented an increase of 6 per cent over those placed in 1970.

In 1972, as in 1971, the Chambers adopted a quota system for the hiring of students. This quota is set at 5 per cent of their regular work force. For some employers this was a goal to be reached, for others, a base line on which to build.

### More Government Jobs

In addition to the advertising campaign and the co-operative programs, the Provincial Government is itself providing employment opportunities for more students this year than last.

A budget of over \$21 million was allocated to the summer work program for 1972. More than 12,000 students are being employed within Government ministries, either filling in for vacationing staff or taking part in projects which are essentially short-term in nature but which require relatively large numbers of workers.

A further 7,000 students are involved in projects outside the regular government structure, but which are administered by various ministries of the Ontario Government.

These projects, and the film “Nine Came Trying”, show the growing concern and awareness of both government and industry of the importance that the young people of Ontario need the chance to find work, both of a permanent nature and for the summer months. But, it is also indicative of the realization that a mere job is not the be-all and end-all for today’s young people.

Just as important, if not more important, is the creation of opportunities for them to become involved with the communities they live in. Today’s youth want to play their part in resolving some of the problems which exist within their society.

“Invest in Ontario Futures” is more than just a slogan in an advertising campaign. The youth of Ontario are Ontario’s future, but that future will be shaped to a large extent by the guidance, assistance and encouragement provided today.



# commissio

## **In second decade, Ontario Human Rights Commission increases drive for greater community involvement and awareness by launching public meetings across Province and by broadening range of projects.**

In marking the first decade since its establishment, the Ontario Human Rights Commission is intensifying its drive to create wider public awareness and understanding of its objectives and activities in the promotion of social justice for all, and in involving communities and individuals to a greater extent in recognizing and combating prejudice and discrimination.

As part of this policy, the Commission, which is responsible to the Ontario Minister of Labour for the administration of The Ontario Human Rights Code and The Age Discrimination Act, held its first public meeting in Thunder Bay on April 27. A number of similar sessions are scheduled to take place across the Province, the first of which will be organized in south-western Ontario.

Up to now the Commission, which is composed of the Chairman, Dr. Daniel G. Hill and four Commissioners—Dr. Lita-Rose Betcherman, of Toronto, Mr. Gordon Greenaway, of Burlington, Miss Valerie Kasurak, of Windsor, and Professor Walter Currie, of Trent University—, has held its meetings in Toronto and in private.

According to Dr. Hill, who succeeded the retiring Dr. Louis Fine as Chairman at the end of 1971, this has been done to protect those who have appeared with complaints before the Commission and for the same reason parts of future meetings will continue to be private.

However, by rotating Commission meetings throughout the various regions of the Province it is hoped the Commissioners will become better known and more available to the public and will in return benefit from the discussion and reactions brought out at such meetings.

"We feel we can be more effective if we can get a feedback from community organizations such as ethnic groups, churches, schools and associations who will be prepared to comment on the state of human

rights in their community", says Dr. Hill, who has coined the phrase "a commission on wheels" to describe the new policy.

### **Constructive Dialogue**

Around 50 people attended the Thunder Bay meeting. About a third of them were Indians, including private citizens and students as well as delegates from the Indian Friendship Centre of Thunder Bay, the Union of Ontario Indians and the Armstrong Indian Association. Social agencies in Thunder Bay were also represented and others at the meeting, which was open to the Press, included citizens from many walks of life.

After an introduction and report by the Chairman on the aims and programs of the Commission, each Commissioner made a brief statement to acquaint the meeting with his or her personal and specialized interest and experience in the field of human rights.

"The Commissioners were pleased and encouraged by the constructive dialogue with the public that followed", says Mr. Robert W. McPhee, Director of the Ontario Human Rights Commission. "Many questions were asked and a wide range of subjects raised.

"A number of problems discussed, especially those experienced by the Indian people in such areas as fishing rights, relations with the police and care in psychiatric hospitals, do not fall under the formal jurisdiction of the Commission.

"It was felt they constituted human rights problems nevertheless, and the Commission was urged to expand its work into these fields".

### **First Province**

Ontario has had legislation for the protection of the basic rights and dignity of the individual longer than any other province in Canada, dating back to the passage of The Racial Discrimination Act of 1944, which prohibited the publication or display of any notice, sign, symbol or other representation expressing racial or religious discrimination.

In 1962 Ontario became the first Canadian province to enact a Human Rights Code, with the consolidation into one law of all human rights legislation in other statutes.

The Code protects individuals from discrimination in employment, housing, public accommodation and publication of dis-

criminatory notices, advertisements or job application forms. Acts of discrimination are defined as being based on race, creed, colour, nationality, ancestry or place of origin.

In addition to the Code, the Ontario Human Rights Commission administers The Age Discrimination Act, which came into effect in 1966 and protects persons between 40 and 65 from discrimination because of their age in employment, union membership and in employment advertising.

The Commission's functions are carried out by a staff of over 30, organized along regional lines with headquarters in Toronto and offices in Windsor, Thunder Bay, Kenora, Timmins and Ottawa. A full-time office has now also been opened in London.

Any person who feels that he or she has been discriminated against in any of the areas covered by the human rights legislation is free to lodge a complaint with the Commission, but the legislation provides that every formal complaint must be put in writing on a prescribed form and signed before being submitted for an intensive and confidential investigation by the Commission staff.

### **Community Programs**

Every effort is made to obtain a settlement of the complaint through a highly flexible process of conciliation, and only if this fails does the Commission invoke its enforcement powers of recommending a public board of inquiry which may result in prosecution.

Since 1962, the Commission has investigated, settled, dismissed or referred to other agencies some 3,500 formal complaints under the Code, over 1,000 complaints not covered by the Code but related to its provisions, and handled around 32,000 miscellaneous matters covering every imaginable human rights grievance. However, out of the 3,500 formal cases investigated, it has been found necessary in only about 100 of these to resort to the institution of further proceedings as provided by the legislation.

Conciliation and enforcement constitutes one of the four broad functions on which



# On wheels

the Commission bases its activities. The others are education, community programs and research.

Its aims are to encourage people to recognize and combat prejudice and discrimination wherever it exists; to acquaint individuals of their rights under the legislation; to diminish prejudice concerning different races, nationalities and religions which frequently constitute the basis of acts of discrimination; to reduce and if possible prevent the social tensions which stem from poor inter-group relations in Ontario's multi-cultural society; and to aid minority groups in their efforts to achieve self-realization within that society.

Community work is a major and ever-growing part of the Commission's activities and the projects undertaken cover an increasing range of matters affecting the lives of people throughout the Province. Programs in which the Commission is involved attempt to reduce or resolve the suspicions, tensions and misunderstandings which are often the outcome of poor communication and lead to the growing up of barriers and bitterness between different communities.

The Commission co-operates closely not only with other branches within the Ministry of Labour but with educational authorities, municipal councils, labour organizations and industry, as well as religious, ethnic and welfare bodies.

The new policy of holding public meetings of the Commission is a further move to open up even wider lines of communication and collaboration to increase support for all human rights and to meet and exchange views and experience with a greater number of people in their different communities.

"The Ontario Human Rights Commission cannot be the watchdog alone", Dr. Hill said in a recent interview. "We must rely on an active citizenry".

## Bridging Communication Gap

One example of a number of current community projects arose as the outcome of concern over reports of strained relations which exist between police in Toronto and certain ethnic groups, particularly the black community.

Misconceptions about the role of the police in law enforcement are frequently the result of immigrants' experience in their

native countries and lack of knowledge of conditions and attitudes in Canada, linked with insufficient sensitivity on the part of police to the different cultural backgrounds and traditions of the various ethnic groups they deal with.

To bridge this gap, Commission officers are now working with the community relations officers of the Metropolitan Police Department and the National Black Coalition in Toronto. Meetings have been arranged between police representatives and the black community, so that both sides can explain their views, complaints can be aired and information exchanged. It is hoped that such discussions will improve relations and reduce friction, leading to greater co-operation.

According to Mr. McPhee, the role of the Commission might be likened to that of "a referee, a third party seeing the problem through independent eyes".

In conjunction with this program, Commission officers are participating in seminars with divisional police officers and have begun to conduct seminars at the police training college on police-community group relations, including an outline of the history and culture of the blacks in Ontario.

"In addition to working with the Toronto force, the Commission is also actively co-operating with other police forces across the Province, and in Ottawa human rights officers are conducting training seminars for the RCMP", says Mr. McPhee.

## Liaison Committees

Another part of this project is the attempt to help in improving relations between police and the native peoples in northern Ontario. The Commission encouraged the formation of liaison committees between local Ontario Provincial Police detachments and Indian bands to work on resolving specific problems that have arisen, as well as for the exchange of information and the differences of attitude that exist. Several meetings have already been held and more are scheduled.

The human rights officer in Thunder Bay, who speaks Ojibway, is working with an Indian OPP constable in making field trips to reserves and Indian communities to explain the rights of citizens and the role of the police and law enforcement in terms

of the Indians' problems. They also outline employment opportunities in the police force—in their drive to improve inter-relationship with the native people, the OPP are seeking to recruit more Indians as constables.

## Visitors' Rights

As well as protecting the human rights of residents, the Commission is also actively concerned over the treatment and experience of visitors to our Province. Ontario's growing tourist industry provides yet further opportunity for extending awareness of the Commission's objectives and for disseminating information to root out prejudice and create respect for the rights and dignity of people with different cultural backgrounds.

Around five years ago the Commission instituted a program to acquaint visitors to Ontario of their rights and to remind operators of resorts and other establishments connected with the industry of their obligations under the legislation.

"All too frequently, because visitors are transients, we never hear of any incidents of prejudice to which they have been subjected or acts of discrimination they have experienced", says Mr. McPhee.

During the summer influx of tourists of many racial and religious origins, the public accommodation section of The Human Rights Code acquires additional importance. Before the season begins, staff from the Commission's regional offices visit a wide variety of tourist establishments, including hotels, motels, lodges and trailer sites. Proprietors are offered printed material in English and French, outlining the provisions of the Code for their own information and to be made available to visitors.

In their campaign the officers co-operate closely with local chambers of commerce and the media, as well as establishing contact with neighbouring human rights jurisdictions in the states of New York, Minnesota and Michigan and in Manitoba and Quebec.

A special pamphlet, recently updated and reprinted, has been designed by the Commission to inform tourists of the law of the Province and the recourse they have for violations. Supplies are deposited at border crossing points, customs offices, duty-free shops, travel information centres, Ontario



Provincial Police offices and at many other places where tourists may pick them up on first entering the Province. Complaint forms to assist anyone who might consider they have been the victims of discriminatory acts during their stay are distributed to the same sources.

"A measure of the campaign's success is the increasing interest the police and other agencies are taking in the occurrence of such incidents", says Mr. McPhee. "They are informing us of them and forwarding formal complaints by visitors for the Commission to investigate and follow up".

### Equal Treatment

The pamphlet is entitled "The Province of Ontario Welcomes Tourists" and assures visitors that "the Ontario Human Rights Commission offers its facilities to ensure you an enjoyable visit".

The text outlines the rights of all to fair and equal treatment in such places as resorts, restaurants, hotels, beaches, swimming pools, bowling alleys, taverns and

beauty parlours. It also gives the rights of proprietors to apply standards for dress, demeanour, financial responsibility and the proper use of facilities, provided the same standards are applied to *all* individuals equally.

"As a community, Ontario residents have learned to judge and accept one another as individuals", states a paragraph in the pamphlet. "We are a community with fair accommodation laws, and so persons of different racial, religious and national origins have been working together and attending public places together for years. Experience has shown that in Ontario public opinion strongly supports human rights and fair practices".

### Tribute and Reminder

This explanation to visitors of the outlook of the majority of people of Ontario is perhaps a fitting tribute to the Commission after its first decade of working towards the realization of its two-fold aim of making secure in law the inalienable rights of every

citizen and of creating a climate of understanding and mutual respect in which all will be afforded the unhampered opportunity to contribute their maximum to the enrichment of the whole community.

"I think we should perhaps look on it also as a reminder of the constant need for vigilance in future decades in a multi-cultural society such as ours", says Mr. McPhee.

"In bringing about the fulfilment of the objectives on which the Ontario Human Rights Commission was founded, it will require not only the watchfulness of official bodies but greater and growing public awareness and the continuing involvement of all individuals".



2



While in Thunder Bay for the first public meeting held by the Ontario Human Rights Commission, the Commissioners visited the Thunder Bay Indian Friendship Centre and admired the display of art objects made by Indians on reserves in northern Ontario.

1. Mr. Xavier Michon, Director of the Thunder Bay Indian Friendship Centre, is seen with Commissioner Valerie Kasurak, of Windsor.
2. Two of the Commissioners, Dr. Lita-Rose Betcherman and Mr. Gordon Greenaway, examine a display of Indian beadwork.
3. Dr. Daniel G. Hill, Chairman of the Commission, discusses an item with an employee at the centre.

# People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## Minister Opens Safety Conference

The Hon. Fern Guindon, Minister of Labour, paid tribute to the continuing efforts of the Industrial Accident Prevention Association of Ontario in trying to reduce the number of industrial accidents in the Province when he opened the 50th Annual Conference of the Association in Toronto on April 10.

"Your programs, your seminars, your annual conferences—all have significantly alerted management to the challenges facing it in the field of safety".

Noting that "no safety program can be effective unless we can enlist the whole-hearted support and co-operation of the men and women in the work force", Mr. Guindon said that the Safety Awareness Program conducted by the Association has helped give workers and those entering the labour force a positive attitude towards safe working practices.

"I understand that this program now involves over 32,000 students in 115 schools throughout the Province. When these students enter the work force they will bring to their jobs positive safety attitudes, as automatically as they bring their technical skills".

The three-day gathering, Canada's largest safety conference, saw 73 business and academic leaders address 5,111 registered delegates from every level of Canadian industry and from both Federal and Provincial Governments on a variety of topics ranging from safety, the drug and drinking problems in industry, to the coming energy problem.

## Director of Women's Bureau

Miss Elizabeth M. Neville has been appointed Director of the Ontario Women's Bureau, succeeding Dr. Lita-Rose Betcherman, who resigned in March to devote more time to historical research and writing.

Miss Neville, an officer with the Bureau for the past two years, assumes responsibility for the administration of The Women's Equal Employment Opportunity Act, along with the Bureau's various programs for counselling women returning to the work force and seeking new careers.

She was born in Hampshire, England and received her early education in a London grammar school. She later studied Social Science at the University of Southampton

for two years. She received her Bachelor of Arts Degree in Economics from York University in Toronto in 1969.

Miss Neville has an extensive background in personnel relations, with nearly eight years in personnel management with Selfridges Ltd., London, England prior to her move to Toronto in 1963. For seven years she was employed in retail personnel management by the Robert Simpson Co. Ltd.

She was a member of the Advisory Committee on Information Service of the Social Planning Council of Toronto and a member of the Advisory Committee on Clerical Programs with one of the Canada Manpower Adult Training Centres.

She is a member of the Personnel Association of Toronto and a Vice-President of the Toronto Business and Professional Women's Club.

## Human Rights Appointment

Mr. George A. Brown has been appointed Assistant Director of the Ontario Human Rights Commission. He joined the staff in 1968 and was appointed Administrator of The Age Discrimination Act Section of the Commission in January, 1969. In September, 1970 he became Administrator of the Toronto Regional Office of the Commission.

Before joining the Commission, Mr. Brown was Research Assistant with the Office of the Prime Minister in Jamaica, Central Planning Unit, and with the Development Finance Corporation. Between 1963 and 1966, he was Assistant Administrator of the University College Hospital of the West Indies in Kingston, Jamaica.

Mr. Brown is a graduate of the University of British Columbia in Political Science and Economics. He has an M.A. degree in Public Administration from Carleton University, an M.A. degree in Economics from the University of Toronto and a Master of Social Work degree in Community Organization and Development from the School of Social Work of the University of Toronto.

## Will Specialize in Construction Industry Mediation

Mr. John D. Speranzini, a senior mediation officer and supervisor in the Conciliation and Mediation Services of the Ministry





of Labour, has been appointed Assistant Director of the Branch.

He will be specializing in industrial relations in the construction industry. According to the Director of Conciliation and Mediation Services, Mr. V. E. Scott, the appointment is part of a new emphasis being placed on negotiations in the construction industry.

Mr. Speranzini, who was born and educated in Hamilton, has spent 14 years with the Ministry as a conciliation and mediation officer. In recent years he has played an important part in agreements being reached in the rubber industry and the pulp and paper industry. He has also assisted in negotiations involving large steel unions.

Before joining the government service in 1958, Mr. Speranzini worked for 14 years with the Steel Company of Canada and for a time operated his own business.

### Senior Technical Consultant Retires

After 36 years with the Ontario Government, Mr. C. Grant Gibson, Chairman, Labour Safety Council of Ontario and Senior Technical Consultant to the Ministry of Labour, retired on June 30.

He joined the Composite Inspection Branch of the Department of Labour in 1936 and two years later was appointed Examiner of Plans, Factory Inspection Branch. Beginning in 1956, he co-ordinated and directed the Factory Inspection, Engineering Services, Elevator Inspection, Boiler Inspection, and Operating Engineers Branches of the Ministry. In 1963 he directed the establishment of the Construction Safety Branch.

He became Director of Safety and Technical Services in 1960 and later was made Executive Director. In 1968 he was appointed Senior Technical Consultant and Chairman of the Labour Safety Council.

Mr. Gibson has given special attention to the drafting and enactment of improved safety legislation, including Grain Elevator Regulations, The Elevator and Lifts Act, The Trench Excavators' Protection Act, The Construction Safety Act, The Industrial Safety Act and The Loggers' Safety Act.

In addition to his duties within the Ministry, he has been a member of many safety standards associations in both Canada and the United States. Since its inception in 1956, he has been a member of the Reactor Safety Advisory Committee.

He is a registered professional engineer, a member of the American Society of Mechanical Engineers, the Canadian Society for Mechanical Engineering and the Engineering Institute of Canada.

### 26 Years' Service

Mr. Don C. McNeill, 65, retired from the Ministry of Labour at the end of June after more than 26 years of varied service with the Ontario Government. He was born in Sarnia and qualified as an electrician (for the past 30 years he has been a member of the International Brotherhood of Electrical Workers), working in industry until he joined the Department of Labour in 1946.

After serving for four years in what was then the Apprenticeship Branch of the Department, he transferred to the Department of Education and was on the teaching staff of Ryerson Polytechnical Institute until 1958, when he returned to the Department of Labour as Director of Apprenticeship.

From 1966, Mr. McNeill served as an executive officer in the Manpower Services Division of the Department of Labour, where his duties involved him in a wide range of special projects and activities. During his last year before retirement, Mr. McNeill acted as Employee Counsellor for the Ministry.

### United Appeal Award

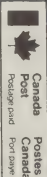
For the third year in a row, the Ministry of Labour has received an achievement award from the Toronto United Appeal.

Chairman of the United Appeal for the Ministry, Mr. David F. Johnston, received the Silver Award from Labour Minister Fern Guindon in a ceremony held at the Ministry offices on June 6.

In his first year as chairman for the Appeal campaign, Mr. Johnston publicized and organized the collection of donations which raised almost \$200 more than the \$11,500 target set for the Ministry.

The Silver Award is made to those group of over 30 employees who achieve 75 per cent participation, with donations averaging \$15 per person for 75 per cent of the group.

In 1969 and 1970, the Ministry was presented with Bronze Awards in recognition of the efforts of its employees in aid of the Appeal.



Canada  
Post  
Canada  
Postage paid  
Post Stamp

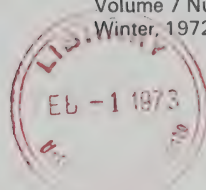
Third Troisième  
class classe  
No. 8417  
TORONTO



# Task

News from the  
Ontario Ministry of Labour

Volume 7 Number 2  
Winter, 1972-73



CA2 ØN  
L  
T10



**News from the  
Ontario Ministry of Labour**

**Volume 7 Number 2  
Winter, 1972-73**

Published quarterly by the Ontario Ministry of Labour, 400 University Avenue, Toronto. It is available without charge. Permission to reprint any material herein, with credit to the Ontario Ministry of Labour, may be obtained upon written application to the Editor. Views expressed are those of the writers and do not necessarily reflect official opinion or policy.

# Task

- 2 Construction Industry "Dialogue"
- 9 Statistics and Review
- 15 A Stronger Human Rights Code
- 19 People and Events
- 20 View from the House

Hon. Fern Guindon  
*Minister*

Peggy Butler  
*Editor*

*Editorial Board:*  
R.D. Johnston  
*Deputy Minister*

D.E. Hushion  
*Executive Director,  
Employment Services*

M.K. Dibble  
*Executive Director,  
Administration*

J.R. Kinley  
*Director, Research*

J.W. Preiner  
*Director, Information Services*

**Minister appoints Review Panel to examine labour relations in construction industry in hope of averting renewed crisis during massive 1973 bargaining round, and to assist in bringing long-term stability to the industry.**

Fundamental to the Ontario Ministry of Labour's activities in industrial relations is the belief in free collective bargaining, the Hon. Fern Guindon, Minister of Labour, said in his address to the annual convention of the Provincial Building and Construction Trades Council of Ontario in Ottawa on November 4, 1972.

It was the preface to his announcement of the appointment of the final six members of the Construction Industry Review Panel, the nucleus of which was set up at the end of August. The full panel, which will act as an advisory committee to the Minister, consists of four members from labour and four from management under an impartial chairman.

"The concern of the Ministry of Labour is to find improvements and new approaches which will make the institution of free collective bargaining work better," Mr. Guindon said.

"Of particular concern to us are the special problems of the construction industry—with its multiplicity of unions and employer associations. For some time, responsible spokesmen from both labour and management have expressed their concern regarding the need for more effective communications between the parties in the construction trades.

"To assist in a realistic appraisal of the industry's problems and possible solutions, I have, therefore, appointed the Construction Industry Review Panel".

Expressing optimism about the Review Panel and its long-range effects, the Minister said it represents the first time that senior labour-management representatives have devoted their attention exclusively to labour relations in the construction industry.

It is also the first time that any jurisdiction has drawn upon representatives from the industry to provide the kind of information needed to assist the construction industry in developing its own solutions to its problems.

## Wide Experience

"The Panel members are men with wide experience in union-management relations and with intimate, first-hand knowledge of the special circumstances and problems of the construction industry", Mr. Guindon said.

Design: Newton Associates

Photographs:

Cover, Page 15: Clive Webster/Format

Page 4, 5: Harold Robinson

Page 3: Birgitte Neilson



# Construction Industry "Dialogue"



"I believe that they will be able to offer significant leadership to both unions and employers in their efforts to achieve greater stability.

"And may I add that I see the Panel not as a forum in which two sides submit their points of view, but rather as a dialogue in which representatives of management and labour together can discuss the problems facing them in their industry, and make appropriate recommendations".

"May I also stress that it is not the purpose of the Panel to impose itself in place of collective bargaining but rather to assist in that process".

The chairman of the Panel, appointed in August, is *Mr. T. M. Eberlee*, who was Deputy Minister of Labour for seven years before he became Deputy Minister, Management Policy, at the beginning of 1972.

Two other Panel members appointed in August were *Mr. Norm Wilson*, a labour representative, and *Mr. Eric Hartley*, who represents management.

*Mr. Wilson*, Executive Director of the Canadian operations of the International Association of Bridge, Structural and Ornamental Iron Workers, has had experience in negotiations with various locals in every part of Canada. A union official for 23 years, he has been assisting unions in their negotiations since 1959. He is also a member of the Advisory Board of the Building and Construction Trades in Canada.

*Mr. Hartley* is Chairman of the Board and Chief Executive Officer of Frankel Structural Steel, Ltd., and has had many years' experience in management-oriented positions and as director of associations in the construction industry. He is President of the Canadian Construction Association, Past President of the Ontario Federation of Construction Associations and a former Chairman of the Board of the Canadian Institute of Steel Construction.

At the time of these initial appointments, the Minister of Labour noted that 1973 will be a massive bargaining year in the construction industry, with between 80 and 90 per cent of contracts expiring. This means that over 200 pattern-setting agreements will have to be negotiated. Settlement of these contracts will establish the formula for



hundreds of other agreements throughout the Province.

### New Members

The six additional members of the Panel, announced by the Minister at the convention of the Provincial Building and Construction Trades Council of Ontario on November 4, are:

*Mr. Ken Martin*, President of the Provincial Building and Construction Trades Council of Ontario since 1964, co-chairman of the London Joint Labour-Management Committee, and a member of the Provincial Labour-Management Committee as well as the Labour Safety Council of Ontario;

*Mr. Henry Kobryn*, Secretary-Treasurer of the Provincial Building and Construction Trades Council of Ontario, as well as a member of the Labour-Management Arbitration Commission, of the Provincial Labour-Management Safety Committee and the Labour Safety Council of Ontario;

*Mr. Clive Ballentine*, member of the Bricklayers, Masons and Plasterers International Union, who is the business representative of the Toronto Building and Construction Trades Council and a member of the executive branch of the Labour Council of Metropolitan Toronto;

*Mr. Morey Spiegel*, president of several construction firms, who is the President of the Ontario Federation of Construction Associations and Past President of the Sudbury and District Chamber of Commerce;

*Mr. Arthur Simpkins*, President and Managing Director of Steen Mechanical Contractors Ltd. and the Past President of the Canadian Plumbing and Mechanical Contractors Association;

*Mr. Alfred Voytek*, President of Aldershot Industrial Installations, who is Vice-President of the Ontario Federation of Construction Associations, and immediate Past President of the Hamilton Construction Association as well as the Electrical Contractors Association of Hamilton.

Acting as the co-ordinator between the Review Panel and the Ministry of Labour is *Mr. Michael Eayrs*, former Director of Labour Relations of OFCA, who has had more than 20 years of experience in the industrial relations field, most of it spent in the construction industry.

### Special Problems of Industry

As he has done on a number of occasions in recent months, Mr. Guindon, in addressing the Provincial Building and Construction Trades Council of Ontario on November 4, stressed the new emphasis which the restructured Ministry of Labour is giving to

the field of union-management relations. Not only has Mr. William H. Dickie, one of Canada's top mediators and former Director of the Ministry's Mediation and Conciliation Services, been appointed Assistant Deputy Minister (Industrial Relations), but a special Construction section has been created within the Mediation and Conciliation Services Branch, reporting to Director Vic Scott.

This section, headed by Mr. Jack Speranzini, Assistant Director of the Branch, has been established to concentrate on the special aspects and problems of the construction industry by maintaining a continuous relationship with both labour and management throughout the year and not only during periods of crisis.

Speaking of the part the Construction Industry Review Panel might play in aiding the Ministry in the improvement of labour-management relations in the construction industry, the Minister said the Panel would focus its attentions on the means of achieving greater stability of employment,

### Construction Industry Review Panel

The Panel, appointed by the Minister of Labour, consists of four members from labour and four from management under an impartial chairman, Mr. T.M. Eberlee. Mr. Eberlee, a former Deputy

### Short-term Goal

After the first meetings of the full Panel, the Chairman, Mr. Tom Eberlee, stated that he was "more optimistic about the prospects" than he had previously anticipated.

He explained the Panel's short-term goal as smoothing the way for the bargaining round in 1973. But its long-term aim is seen as a solution for levelling out the peaks and valleys of construction which both labour and management recognize as one of the prime problems facing the industry.

"The industry must come to grips with the question of stability. This involves not only seasonal employment of workers but also the inability of contractors to meet their contract dates".

As reported in *The Globe and Mail* on November 6, Eric Hartley, as President of the Canadian Construction Association, told the some 200 delegates attending the convention of the Provincial Building and Construction Trades Council of Ontario in Ottawa that continued confrontation be-

Minister of Labour who served for a year as Deputy Minister, Management Policy, became Deputy Minister of the Ministry of Community and Social Services on January 1, 1973.

The eight members, pictured here, are:



Mr. Norm Wilson

Mr. Eric Hartley

Mr. Ken Martin

Mr. Arthur Simpkins

optimum levels of activity and appropriate sharing of the rewards of production.

"As the Panel members continue to meet, I hope that the Review Panel will develop into an appropriate medium for increased communication between labour and management—and between government and the industry itself", Mr. Guindon said.

"As Minister of Labour, I want and need to have the views and responses of the people in the construction industry. It is, therefore, as much an industry panel as a government panel—a panel that will be responsive to the special concerns of the industry and able to offer significant leadership to both unions and employers in their efforts to achieve greater stability in the industry".

tween employers and unions in the industry will produce disaster for both.

Mr. Hartley said both sides must work out acceptable, if not popular, solutions to their problems to avoid mutual destruction or massive government intervention. He is also quoted as saying that the outcome of the bargaining in the industry in 1973 will be decisive in determining whether a turning point in the relationship between union and contractors can be established.

"If we can't handle our own affairs other will do it for us, and we don't want that".

According to a report of the convention carried in *The Toronto Star* on November 6 Mr. Hartley's speech urged Ontario's 22 construction unions to negotiate in a "practical and reasonable" spirit with pro-

vincial contractors during the next crucial bargaining round. It outlined worries about the future of construction, Canada's largest single industry—worries which were shared by union leaders throughout the two-day meeting.

In speech after speech, according to The Star report, building trades officials warned that if the 22 unions do not stand together, but continue squabbling among themselves and putting local wage gains ahead of the good of the industry, they will be destroyed.

During the convention it is reported that both Mr. Hartley and Mr. Henry Kobryn, Secretary-Treasurer of the Building Trades Council, said that the cyclical nature of the construction industry—varying from boom times when employment is high to times of little construction and heavy lay-offs—is at the root of labour-management problems.

"There is no reason why we can't eliminate the hills and valleys, but we have got to start working together on it and not cutting each other's throats", Mr. Kobryn said.

an area or trade and are usually signed by a builders' exchange or association. The outcome of bargaining in such an agreement can thus have a bearing on hundreds of other agreements throughout Ontario.

In Canada, the construction industry accounts for almost 20 per cent of the Gross National Product. It is estimated that in Ontario, which represents about a third of the national total, building has become a \$5 billion business.

According to Statistics Canada figures, there were 219,000 workers in the construction labour force in Ontario in July, 1972. The latest annual average figures, for 1970, show that in that year the number of construction workers totalled 150,400. These figures also show that 85,549 of them were trade union members.

By assuming that the figures have remained substantially the same since 1970, it can be stated that some 57 per cent of the construction employees are unionized and that about 85 per cent of all the union-

The special characteristics of the construction industry, its complex and intricate structure and the ramifications of how it carries out its function have had a profound effect on labour-management relations, especially during the past decade.

### Public Reaction

And the special problems which face both sides engaged in the industry, the ever-increasing costs of construction, the wildcat strikes, the work stoppages due to bargaining disputes which have interrupted the completion of projects and inconvenienced the public, are causing mounting concern among those involved in seeking solutions to end the strife that has bedevilled the industry for so long. The reaction of the average citizen, however, who has little knowledge of these special characteristics and problems, is one of impatience and anxiety over the outcome of the next bout of bargaining.

"Organized labour is in deep trouble, with the public at least, if the polls reflect the general attitude towards unions", Wilfred List, labour reporter of The Globe and Mail, writes in an article appearing in the October issue of the Engineering and Contract Record.

"The public image of unions as strike-happy, selfish organizations, whose right to strike should be curbed, is worrying the trade union movement, but it will take more than a public relations effort to change the picture.

"Recent Gallup polls show that labour's image is the worst it has been in recent memory. The polls disclose that Canadians believe unions are too powerful and irresponsible in their actions. The response to a recent questionnaire in 'Canadian Magazine' not only confirmed the findings of the Gallup polls but disclosed a remarkable readiness by the public to ban all strikes".

In the article, Mr. List goes on to say that despite the growing criticism of strikes, there is little likelihood of legislative action to ban them, except during emergencies in essential areas.

"Apart from the fact that the right to strikes in a free society is an essential ingredient of the collective bargaining system, a prohibition against strikes would not necessarily eliminate work stoppages. Instead of legal strikes we would be confronted with illegal walk-outs".

### "Crash Lesson"

Under the heading "Strangling the Golden Goose", an outspoken editorial in the Daily Commercial News of August 11, 1972, had this to say:



### Major Agreements

In the public mind, negotiations in the construction industry are associated with strikes and lock-outs and unfortunately there is a sound basis for this view. For instance, in 1969, a major bargaining year in the construction industry, over 1,300,000 man-days were lost due to contract disputes in the industry.

With nearly 220 major construction collective bargaining agreements, involving some 72,895 employees, due to expire in the spring, 1973 will be another massive bargaining year for the industry and great concern is felt on all sides that the strife and disruption of earlier years is not repeated.

Major construction agreements, such as those mentioned above, set the pattern for

ized construction workers will be negotiating new contracts in 1973.

Out of 219 major contracts covering 72,895 employees that are being re-negotiated in 1973, there are 24,500 workers covered by 34 collective agreements located in the Toronto area. This accounts for approximately 15 per cent of all the collective agreements to be negotiated in 1973, and about a third of all the employees facing contract negotiations are from the Toronto area.



"Year by year through the Sixties and early Seventies it was happening for all to see.

"Now it is reviewed by statistical measurements, a crash lesson in economics, a stark picture in full natural colour, the slow ritual strangulation of the goose that lays the golden eggs of capital investment and national growth.

"Basic union wage rates in the construction industry in Canada for 14 main cities and 12 key trades more than doubled between 1961 and 1971 . . . and then rose a further five per cent in the first quarter of 1972. Statistics Canada reported late last month".

The writer explains that the Federal bureau's index, which is based on 1961 wage rates equalling 100 in the 14 cities and 12 trades, shows the average at 207.9 in 1971, rising to 217.4 in the first quarter of 1972.

"Organized labour in Canadian construction seems to entertain notions that its only competitors are prefabrication and the machine, and that its best guide for annual demands is the income level of US construction labour.

"These notions are absurd.

"The big competitor is lost time and lost projects due to unreasonable demands.

"Right now, in this industry and country, construction labour is playing a dangerous game.

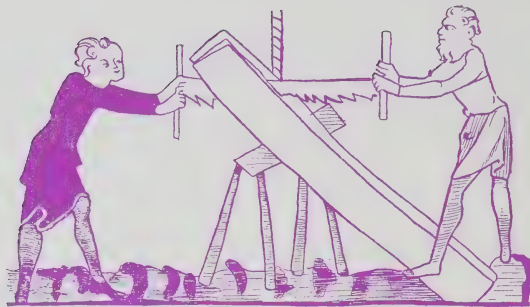
"Wiser and cooler heads should prevail from now on in the ranks and hierarchy of construction labour before irreparable damage is done to an already limping economic recovery".

### Middle Ages

It is, of course, not that simple. Down through the ages one of the most consistent aspects of man's civilization has been his preoccupation with building. And equally, the relationship that existed at various times between employer and worker has been recorded right through history.

In England, for instance, there is documentation throughout the Middle Ages of all types of labour legislation to control wages, hours of work and apprenticeship, and also to make labour compulsory for certain classes of people.

Perhaps the first known "wage freeze" is contained in the Ordinance of Labourers, signed in the middle of the 14th Century by King Edward III and addressed to the Sheriff of Kent, which decrees that "We, by the unanimous counsel of our prelates and nobles, have thought to ordain that every man and woman of our Realm (with certain exceptions) shall be bound to serve and receive wages as in the twentieth year of



CARPENTERS SAWING WOOD  
Fourteenth century.

our reign or in the fifth and sixth years last preceding".

And these same years saw the rise of the craft guilds—the goldsmiths, the merchant tailors, the basket makers and other tradesmen who formed themselves into associations to preserve and protect their craft skills and rights—which can be looked upon as the earliest forerunners of the modern trade unions.

As times changed, so did the conditions of workers and their relationship with their employers fluctuate, from near-slavery, starvation wages and sweatshop exploitation to the beginning of labour organization as we know it a hundred years ago. The passing of The Trade Union Act by the British Parliament in 1871 created the foundation of modern labour laws both in England and North America.

### Unique Feature

But certain basic elements of the building trade have not changed all that much. By its very nature, construction is a mobile industry. It is subject to cyclical and to seasonal fluctuations and there is none of the stability in the relationship between employer and employee that exists in other industries.

As a study prepared for the Royal Commission on Canada's Economic Prospects pointed out, the construction industry is unique in producing goods which cannot be transferred from one place to another. In manufacturing, the plant and the workers remain where they are, while the product moves. In contrast, it is the product of construction which remains a permanent feature of the landscape, while the plant and workers move.

In a steel plant or a plastics factory or a retail business, the ordinary workers tend to spend several years, if not the whole of their working lives, in the same job. Some personal relationship and loyalty builds up between employer and employee.

Construction workers move from job to job, from employer to employer, and even

from region to region, as the demands of the industry shift. A construction worker may work for as many as 30 different employers in a year, and there is little or no opportunity for a stable employer-employee relationship to develop. Usually the only permanent relationship the construction worker has in a job situation is with his union.

In the fall of 1971 Peter Allen, Executive Vice-President of the Ontario Federation of Construction Associations, and Michael Eays, then Director of Labour Relations of OFCA, gave a series of lectures on labour relations in the construction industry to students in a Master of Applied Science program, Construction Option, in the Department of Civil Engineering at the University of Waterloo. These lectures have now been made available in book form by the University, under the title "Labour Relations for Construction Employers in Ontario".

Commenting on the fact that construction employment has traditionally typified all the worst features of temporary and seasonal work, the lectures have this to say:

"Construction workers are well aware that as soon as they accept employment, they are working themselves out of a job. They are also aware that when they are laid off, their employer has no interest in their fate unless and until their particular services are needed again.

"It should not be a matter of surprise, therefore, to find that construction workers strive to protect their jobs for as long as possible and that they feel little or no loyalty towards their employers. This brings about a fierce determination to defend and extend the work jurisdiction of each craft, and, above all, to demonstrate an enduring loyalty to the craft union.

"The craft union is the stable and continuing influence in the construction worker's life. The craft union provides his bargaining strength and his next job. In many ways, the craft union has assumed the role of employer. . ."



## Trade Contractors

This lack of contact between employer and employee is further accentuated by the operational structure of the industry itself. The general contractor who bids successfully on a project frequently has no employees of his own.

He sub-contracts specific jobs, such as bricklaying, plumbing, electrical installation, etc., to trade contractors. They in turn bargain with the trade unions, who in effect act as contractors to supply the labour needed on that particular job. When the job has been completed, the sub-contractor will have no further need for the worker unless he has another contract pending.

In a highly competitive industry, where none of that loyalty between worker and his union is displayed among contractors, these characteristics have led to the special labour relations problems which have resulted in opportunities for exploitation by some irresponsible employers, wildcat strikes and walk-outs by workers, fragmented trade-by-trade bargaining and lack of employer cohesiveness.

Because of the strength of union organization and unity in the crafts, the situation frequently arises where employers have to negotiate, individually or in small groups, with as many as 20 different craft unions at one time.

And as a result of the unity developed in the trade union movement, leading not only to virtual control over manpower supply and the mutual support provided by trade unions to each other, the bargaining and economic strength of the building trade unions has over the past few decades become nearly as absolute as the power enjoyed a century ago by the employers.

This solidarity has led to a serious imbalance of power in the bargaining position between employers and workers in negotiating collective agreements.

## On Union Terms

Some responsibility for this must rest with major owner-clients for whom the completion of a project on schedule at almost any cost was of paramount importance. These corporate owners became notorious for forcing contractors to settle labour disputes to ensure the completion of a project on time.

This generally meant that disputes were settled on craft union terms, with the owner reimbursing the contractor for the extra labour expense involved. As a result, the construction industry became a perfect target for a "divide and conquer" strategy by the unions in collective bargaining.

(It is only fair to add that in recent years many owner-clients have recognized the almost suicidal consequences of such action and some have undertaken a leading role in urging resistance to union strength and the need for collective action by construction employers.)

Apprenticeship clauses and hiring-hall provisions written into collective agreements have given the building trade unions virtual control of the supply of manpower to the construction industry; through sub-contract and fabrication clauses, they have gained increasing control over suppliers to the industry and non-union contractors; with strike action, picketing and boycott, the unions can exert greater economic power than any single construction employer.

In recent years construction employers have attempted to negotiate in groups and have formed themselves into many diverse organizations in order to negotiate with their trade unions. But the very multiplicity of these contractor associations (organized on a national, industry-wide, sector, provincial or local basis) and the fact that many smaller contractors chose not to join the associations resulted in a lack of cohesiveness which could not match the economic strength and solidarity of organized labour.

Another factor behind the weaker bargaining position of construction employers is the proliferation of construction firms. In Ontario, the Workmen's Compensation Board lists some 25,000 employers in its various construction classifications. Of this large number, only about 500 reported 250,000 or more man-hours worked in 1970.

Assuming that in an average year a construction tradesman works 1,500 hours, 250,000 man-hours represents a work force of approximately 160 to 170 men. It is clear, therefore, that the construction industry comprises a very small number of large employers and a disproportionate number of medium, small and very small employers.

All of these factors have contributed to the spiralling costs of construction and the mutual suspicion and misunderstanding which have resulted in long drawn-out disputes, recrimination and the frequent breakdown in labour-management relations in the construction industry.

## Construction Cost Increases

By the late 1960s, the dramatic increase in construction costs was causing serious alarm. This increase, outdistancing all other sections of the economy, was so great that

in many cases it resulted in the reconsideration of construction plans.

Furthermore, the construction industry accounts for around 20 per cent of the Gross National Product in Canada. The inflationary effects of construction cost increases therefore have a substantial impact on the entire economy.

In the six-year period from 1963 to 1968, the average weekly wage rate of construction workers in Canada increased by 53 per cent. During the same period, according to Statistics Canada figures, manufacturing wages in Canada increased by 30.8 per cent, while the Consumer Price Index advanced by 16.6 per cent.

In Ontario, it is estimated that average wage rates in non-construction employment increased by 43.5 per cent from 1965 to 1970. In the same period construction rates in Toronto and Hamilton rose by 66.7 per cent. Construction agreements negotiated in Ontario in 1969 brought about an average increase in construction wage rates of 15.4 per cent in 1969 and 19 per cent in 1970.

It has been stated repeatedly that, in addition to the lack of any stable relationship between worker and employer, the imbalance of power, and the mobile nature of the industry, the two factors which contribute most to the hostility and misunderstanding between employee and employer, and result in the spiralling of increasing costs, are the seasonal nature of construction work and the suspicion of the workers to changes in technology. Both are seen as ever-present threats to their employment security and used as arguments for the high wage demands the unions make in their bargaining.

## Alternatives

The second of these factors, prefabricated materials and the new work methods evolving in their use, is a fairly recent phenomenon and with the rapid developments made possible by modern technology will have far-reaching effects throughout our economy. It can be argued that its introduction into the construction industry was a direct result of the demands of the craft unions and the inability of the contractors and the workers to put their house in order in preventing steeply rising costs and the constant threat of work stoppages.

In their series of lectures at Waterloo University, Peter Allen and Michael Eayrs have this to say:

"For a long time, the construction industry has taken comfort from the knowledge that there is no substitute for construction. When a new building is

needed, it has to be built. Therefore the contractor and his tradesmen will be employed, regardless of cost, until an alternative is found. And no one could visualize an alternative. . . .

"Today there are alternatives emerging in the construction industry and contractors and their craft unions are viewing them with understandable concern. . . .

"Sections of complete buildings are now being made in factories, shipped to a site and then locked together by a simple process. Through modular design, standard sections can be joined into different combinations to suit a wide variety of requirements. Hotel bedrooms, for example, are now being prefabricated in manufacturing plants and are delivered to the construction site complete with bathroom en suite.

"Further development in this new technology is taking place rapidly and the implications for the craft unions and their employers are clear.

"Prefabrication in construction results in reduced manpower requirements on job sites and largely eliminates the need for skilled tradesmen. Specialist assemblers can be sent into the field by the manufacturers to do the job.

"While it is reasonable to assume that some aspects of construction, foundations for example, cannot be prefabricated, the erection of super-structures and the installation of services such as plumbing, heating and electricity are readily adaptable to prefabrication".

In their lectures, Mr. Allen and Mr. Eayrs emphasize that the hostility of the craft unions toward prefabricated materials and new work methods is understandable, and that the battle of work jurisdiction continues as craftsmen seek to protect their livelihood against the inroads of new technology.

"But history suggests that this battle to maintain the status quo will be lost. The craft unions could conceivably serve the interests of their members better by seeking ways and means to adapt to new circumstances rather than adopting a dinosaur-like attitude of defiance to change".

### **"Boom and Bust"**

But it is the seasonal nature of the industry, with its "boom and bust" pattern resulting in the instability and lack of planning of building projects by owners and the insecurity of the workers, which is causing growing concern among all sectors of the industry as well as by government.

In construction, lay-off is a way of life for the worker. Unions have argued that construction wage rates must therefore be

higher to compensate for the high degree of unemployment faced by workers as a result of the industry's instability.

There has always been some confusion about just how great the problem of unemployment in the construction industry is. A preliminary study was undertaken a couple of years ago by the Prices and Incomes Commission on the fluctuations in construction activity and their impact on the economy in Canada.

The study identified cyclical swings in construction activity from year to year as well as the seasonal swings within each year. It was found that from 1947 till 1970 the average annual change in employment in construction was 7.5 per cent, in comparison to 2.5 per cent for the industrial composite index. Further, estimates of unemployment in the construction industry since 1953 range from a low of 33,000 in 1953 to a peak of close to 100,000 in 1961, down to 51,000 in 1966 and up to 85,000 in 1970.

The seasonal employment problem relates directly to the average number of weeks worked each year by construction tradesmen. The Prices and Incomes Commission made use of new data developed by the Unemployment Insurance Commission and the Department of National Revenue. All figures, compiled on a Canada-wide basis for the years 1966 and 1968, utilized the standard industrial classifications of Statistics Canada.

It was found that 36 per cent of carpenters worked for 11 months or more; 9 per cent worked from 10 to 11 months and another 9 per cent worked from 9 to 10 months during 1968. This means that close to one half of this trades group was unemployed for 12 or more weeks. In 1966, it is estimated that 40 per cent of the carpenters worked less than 40 weeks during the year.

Electricians and plumbers were found by the study to be among those with the highest average annual employment, with an estimated 27 per cent and 26 per cent, respectively, unemployed for 12 weeks or more in 1968.

It was found that labourers closely followed the pattern of the carpenters and that painters and glaziers had the lowest annual employment in both study years. In his article in the October issue of the *Engineering and Contract Record*, Wilfred List writes, "It is a glaring reflection of the inadequacy of construction planning that over the five years, 1966 to 1970, construction accounted for 26 per cent of all unemployment in Canada, even though it

had only 11 per cent of the total labour force.

"Recent statistics also underlined one factor behind high union wage demands: nearly one quarter of the total work force in construction averaged no more than 39 weeks' work a year in 1968, earning an average of \$5,200 that year. And another 35 per cent earned from \$2,400 to \$3,750".

In his article, List quotes Peter Allen, Executive Vice-President of OFCA as saying: "These peaks and valleys of unemployment in the industry are wasteful and inefficient for managements and make workers even more demanding".

One factor which has emerged over the past few years, is that it is becoming increasingly clear to responsible members on both sides of the industry that solutions must be found, and found soon, if the strife and disunity and ever-soaring costs are not to cripple the future of the construction industry badly.

Traditional attitudes of both workers and employers need to be drastically revised in their own and the public interest. This need is especially urgent as the 1973 bargaining bout looms ahead, with its inherent dangers of yet further conflict, rising wage demands and deteriorating labour-management relations, which could lead to the perpetuation of the intrinsic problems of the construction industry.

### **Non-Union Labour**

The anxiety over putting the industry's house in order was a major theme at the two-day convention of the Provincial Building and Construction Trades Council of Ontario, held in Ottawa early in November and attended by some 200 delegates.

Many of the building trades officials fore cast in their speeches that without unified action in bargaining and in working out jurisdictional disputes, the traditional building trade craft unions will be slowly eaten away as more and more contractors turn to non-union labour, or introduce "open shops" such as are being used in the United States.

According to an article written by Charles Davies, which appeared in the *Financial Post* on September 23, work performed by non-union labour in the US is on a marked upswing. "One major group of union contractors, the National Constructors, report that last year more than 30 per cent of industrial construction was performed by non-union builders.

"Less extensive Canadian figures don't pinpoint union/non-union shares of work, yet they do reveal that more and more

(Continued on page 13)



This is a continuing series of statistics  
in areas of interest in the Ministry.

# Statistics + Review

## 25

### C1

Volume of conciliation activity, Ontario Ministry of Labour  
April 1 to September 30, 1971 and 1972 (P)

Officer Stage	Disputes*		Employees	
	1972	1971	1972	1971
<i>In process</i>				
Pending March 31	269	299	40,783	31,050
Referred during period	894	1,172	160,370	108,568
<b>Total</b>	<b>1,163</b>	<b>1,471</b>	<b>201,153</b>	<b>139,618</b>
<i>Disposed of</i>				
Settled by officer	446	493	34,637	32,435
Referred to conciliation boards	—	2	—	8,000
No Boards	525	692	139,713	80,000
Lapsed	6	13	472	1,361
<b>Total</b>	<b>977</b>	<b>1,200</b>	<b>174,822</b>	<b>121,796</b>
<b>Pending September 30</b>	<b>186</b>	<b>271</b>	<b>26,331</b>	<b>17,822</b>

#### Conciliation Board Stage

There were no conciliation boards in existence in the second and third quarters of 1972. In the second quarter of 1971, two disputes involving 8,000 employees were referred to one conciliation board. The board reported "no settlement" during the third quarter of 1971.

\* Agreements

(P) Preliminary

### C2

Volume of conciliation activity, Ontario Ministry of Labour  
January 1 to September 30, 1971 and 1972 (P)

Officer Stage	Disputes*		Employees	
	1972	1971	1972	1971
<i>In process</i>				
Pending December 31	252	252	28,699	30,678
Referred during period	1,339	1,664	220,760	160,350
<b>Total</b>	<b>1,591</b>	<b>1,916</b>	<b>249,459</b>	<b>191,028</b>
<i>Disposed of</i>				
Settled by officer	650	708	52,670	56,553
Referred to conciliation boards	—	2	—	8,000
No Boards	742	911	169,428	107,064
Lapsed	13	24	1,030	1,589
<b>Total</b>	<b>1,405</b>	<b>1,645</b>	<b>223,128</b>	<b>173,206</b>
<b>Pending September 30</b>	<b>186</b>	<b>271</b>	<b>26,331</b>	<b>17,822</b>

\* Agreements

(P) Preliminary

#### Conciliation Board Stage

There were no conciliation boards in existence in the first nine months of 1972. During the first three quarters of 1971, 3 disputes involving 11,644 employees were being considered by conciliation boards. One dispute was settled and 2 involving 8,000 employees were reported "no settlement."



**C3****Voluntary mediation provided by Conciliation and Mediation Services****April 1 to September 30, 1972 (P)**

	<b>Disputes*</b>	<b>Employees</b>
<i>Disputes carried over from previous months</i>	44	9,786
Assigned April 1 to September 30, 1972	162	64,319
<b>Total mediation in process</b>	<b>206</b>	<b>74,105</b>

**a. Mediation begun during post-conciliation bargaining :***Settled without a work stoppage:*

—at mediation	107	28,389
—following mediation assistance	2	194
—to arbitration	0	0

*Settled after a work stoppage:*

—at mediation	25	8,480
—following mediation assistance	16	2,786

**b. Mediation begun after work stoppage :**

Settled at mediation	17	6,292
Settled following mediation assistance	2	219

**c. Mediation disputes lapsed**

11 2,107

<b>Total disposition as of September 30, 1972</b>	<b>180</b>	<b>48,467</b>
---	------------	---------------

**Pending***a. Mediation begun during post-conciliation bargaining:*

—no work stoppage	17	12,332
—work stoppage	6	13,245

*b. Mediation begun after work stoppage*

3 61

<b>Total pending as of September 30, 1972</b>	<b>26</b>	<b>25,638</b>
---	-----------	---------------

\* Agreements

(P) Preliminary

**C4****Voluntary mediation provided by Conciliation and Mediation Services****January 1 to September 30, 1972 (P)**

	<b>Disputes*</b>	<b>Employees</b>
<i>Disputes carried over from previous months</i>	27	4,910
Assigned January 1 to September 30, 1972	241	86,174
<b>Total mediation in process</b>	<b>268</b>	<b>91,084</b>

**a. Mediation begun during post-conciliation bargaining :***Settled without a work stoppage:*

—at mediation	147	41,200
—following mediation assistance	3	199
—to arbitration	1	1,450

*Settled after a work stoppage:*

—at mediation	29	9,316
—following mediation assistance	18	3,076

**b. Mediation begun after work stoppage :**

Settled at mediation	26	7,089
Settled following mediation assistance	5	1,001

**c. Mediation disputes lapsed**

13 2,115

<b>Total disposition as of September 30, 1972</b>	<b>242</b>	<b>65,446</b>
---	------------	---------------

**Pending***a. Mediation begun during post-conciliation bargaining:*

—no work stoppage	17	12,332
—work stoppage	6	13,245

*b. Mediation begun after work stoppage*

3 61

<b>Total pending as of September 30, 1972</b>	<b>26</b>	<b>25,638</b>
---	-----------	---------------

\* Agreements

(P) Preliminary

**LB1**

**Number of cases dealt with monthly by the Ontario Labour Relations Board**  
**April 1, 1972 to September 30, 1972**

Type of Case	Received														Total	
	April		May		June		July		August		September					
	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971		
Certification	82	84	87	76	94	97	97	60	77	69	87	107	524	493		
Termination	2	6	2	8	6	15	4	1	8	5	9	6	31	41		
Successor status	—	1	—	—	10	3	2	2	—	—	2	3	14	9		
Employer accreditation	—	1	—	3	5	1	1	—	2	—	1	—	9	5		
Strike unlawful	3	5	—	3	2	6	2	—	2	3	3	5	12	22		
Lockout unlawful	—	—	1	—	—	—	—	1	—	—	—	—	1	1		
Direction under Section 123	3	1	1	1	1	1	—	1	1	1	5	1	11	6		
Prosecution	8	27	11	5	11	64	9	15	12	9	2	8	53	128		
Section 79	17	18	15	15	11	15	24	16	20	17	14	17	101	98		
Miscellaneous	9	21	9	5	12	5	10	17	9	2	9	7	58	57		
Total	124	164	126	116	152	207	149	113	131	106	132	154	814	860		

	Disposed of														Total	
	April		May		June		July		August		September					
	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971	1972	1971		
Certification	62	71	87	82	95	88	88	66	89	51	72	72	493	430		
Termination	5	4	1	3	2	9	8	4	3	7	8	11	27	38		
Successor status	2	1	5	2	1	1	6	—	3	2	2	1	19	7		
Employer accreditation	—	—	—	—	—	—	2	—	7	—	1	—	10	—		
Strike unlawful	—	—	4	6	3	5	2	3	2	—	4	10	15	24		
Lockout unlawful	—	1	—	—	—	—	—	1	—	—	—	—	—	2		
Direction under Section 123	—	1	3	1	1	1	1	1	1	—	4	—	10	4		
Prosecution	4	6	17	9	14	19	6	8	10	60	13	17	64	119		
Section 79	11	12	31	10	14	13	11	11	18	15	24	14	109	75		
Miscellaneous	6	8	11	8	10	14	8	10	8	16	6	7	49	63		
Total	90	104	159	121	140	150	132	104	141	151	134	132	796	762		

**LB2**

**Number of cases dealt with by the Ontario Labour Relations Board**  
**January 1, 1972 to September 30, 1972**

	Number received		Number disposed of	
	1972-73	1971-72	1972-73	1971-72
Certification	760	698	764	615
Termination	45	53	37	51
Successor status	18	8	31	9
Employer accreditation	19	5	10	—
Strike unlawful	16	22	22	37
Lockout unlawful	—	2	—	3
Direction under Section 123	12	7	13	4
Prosecution	74	175	81	165
Section 79	144	136	142	103
Miscellaneous	92	105	90	86
<b>Total</b>	<b>1,180</b>	<b>1,211</b>	<b>1,190</b>	<b>1,073</b>





owner-clients are deciding to do the work themselves.

"In 1969, around 20 per cent of the nation's construction program was done by other than contractor's forces, according to Statistics Canada.

"Last year, the figure was above 21 per cent, and it appears to be growing".

According to the article, soaring wage costs aren't the exclusive cause for this trend—many contractors and buyers of construction services are putting greater premium on avoidance of jurisdictional disputes and work stoppages associated with construction unions.

One of the major obstacles faced by realistic and responsible union leaders in achieving a moderation of wage demands by workers is explained by Ed Finn, Legislative Director of the Canadian Brotherhood of Railway, Transport and General Workers, whose column "Labor Viewpoint" is syndicated in a number of newspapers.

### Many Obstacles

In a recent column, Ed Finn discusses the message which David Lewis, leader of the New Democratic Party, has been addressing to labour audiences for the past several months: "Unions should abandon the old-fashioned habit of making initial demands which they know to be extravagant and unreachable".

Finn points out that many obstacles have to be overcome to attain the kind of wage demand moderation urged by the NDP leader, who argues that union demand must be "socially justifiable" and claims that "extravagant demands raise expectations in the membership which cannot be fulfilled—resulting in frustration and resentment, and sometimes in strikes which might have been avoided".

"First, there is the traditional concept of collective bargaining", Ed Finn writes, "which implies that the final settlement will be somewhere midway between what the union asks for and what the employer proffers. Given this premise, the higher the union's original wage demand, the higher will be the eventual compromise terms.

"It doesn't always work out that way, of course, but the principle of the medium settlement remains deeply imbedded—in management as well as union thinking. Employers are equally guilty of 'unrealistic' attitudes. Their initial offers are just as unreasonable as the union's initial demands, if not more so. Rarely will an employer disclose at the outset the actual price he is willing to pay for a peaceful settlement".

Finn points out that another bar to bargaining realism is that unionists' great expectations often precede the setting of demands instead of (as David Lewis contends) being raised by them.

"Demands, after all, are set by the rank and file, not by union leaders. And the rank and file's expectations are shaped by external events—by rising costs of living, by the wage gains achieved by other unions.

"The demands they adopt, often in defiance of their officers' advice, reflect preconceived notions of their worth. They are not concerned with whether their demands can be justified, socially or economically. That's what they pay their officers and technicians to do".

Finn states that union leaders who favour moderation in demands are handicapped in other ways. For instance, they have no control over the big wage increases won by more powerful unions, which whet the appetites of their own members. Nor can they produce a generally acceptable formula for calculating "reasonable" wage demands, and here Mr. Finn apportions much of the blame to management.

"Most companies continue to deny unions access to data on profits, productivity and labour costs. No reliable source of such information exists in Canada, except in generalized form. So it's anyone's guess what a realistic wage demand would be. If a union leader can't prove to his members that their wage goal is too high, he's not likely to risk his political future trying to persuade them to lower it".

### New Association

Whether the lesson spelled out in Ed Finn's article as it relates to bargaining in general will have any effect on the massive round of negotiations in the construction industry in 1973 remains to be seen, but there seems little doubt of the concern that exists on all sides.

For their part, it would seem that the employers are aware that the historic mistrust that has existed between trade contractors and general contractors and has been in large part responsible for the proliferation of associations and the lack of cohesiveness which has led to the weakening of their bargaining position.

One outcome of this is that on May 9, 1972, the Construction Labour Relations Association of Ontario was established. The long-term objective of the new association is to become the labour relations representative of all contractors throughout the Province for whom a union has bargaining rights.

By the end of September, membership consisted of 230 individual contractor members, seven affiliated associations (national or provincial associations which join as associations to represent their own members) and three associates (who join in an observer role).

Even at this early stage, the CLRAO is representative of the majority of leading contracting groups in Ontario, but it is still too soon to predict its exact role in the 1973 negotiations. Nor has it yet applied for bargaining accreditation under The Labour Relations Act.

The special characteristics of the construction industry, and their impact on labour-management relations, have led governments in various jurisdictions, including Ontario, to single out the industry for special attention in terms of industrial relations.

### Double Majority

When Bill 167, which embodied important amendments to The Labour Relations Act, was proclaimed on February 15, 1971, it brought into force a number of changes pertaining to the construction industry. A major innovation introduced by Bill 167 was the provision for the establishment of an employer accreditation plan. In brief terms, this means that an association may be accredited by the Ontario Labour Relations Board as the sole bargaining agent for all the employers in a group of employers, whether or not they are members of that association, on two conditions.

These are proof that the association making an application for accreditation represents a majority of the employers in that group and that the employers represented by the association employ a majority of the workers employed by all the employers in the group.

The scope of accreditation will, for the present, be limited to all the unionized employers in a given geographic area, doing work in a particular sector of the construction industry and having a collective agreement with a particular trade union. For example, an accreditation order might cover all employers in the Toronto area doing residential construction work and having an agreement with the plumbers union. Or it might cover all employers in the Kingston area doing industrial, commercial or institutional construction work and having a collective agreement with the labourers union.

Once accredited, an association will be entitled to bargaining rights to negotiate a collective agreement binding on all covered employers and will prevent individual em-

ployers from entering into a separate agreement with a trade union. It is hoped that this scheme will eventually serve to encourage the growth of multi-trade, multi-sector and multi-area bargaining and greatly increase the stability of negotiations in the industry.

Since the provisions came into being, the Ontario Labour Relations Board has received 41 applications for accreditation by contractor associations. By the end of November, 1972, ten of these had been disposed of—eight orders for accreditation were granted, one application was dismissed and one was withdrawn.

Unfortunately, dealing with an application is a cumbersome procedure. The OLRB has to notify each of the individual employers in the group of the application and obtain certain information from each of them. This may involve more than 1,000 notices that have to be processed and involve months of work before an accreditation order can actually be granted.

Concern over the rate at which applications are being reviewed has been expressed on a number of occasions recently, in view of the massive round of negotiations coming up in 1973. In an article in the Daily Commercial News of September 26, Peter Allen, Executive Vice-President of the Ontario Federation of Construction Associations is quoted as saying that his association "regrets" that the Labour Relations Board is taking so long to hear the accreditation cases.

"We think the administrative procedures required by the Act are very cumbersome and require the Board to carry out a very large amount of paper work.

"But we hope the government will be able to streamline these procedures before too long so the Board can process the applications more quickly".

Even if the stalled applications which are currently before the Board are approved, construction men themselves seem divided in their views on what effect accreditation will actually have on bargaining in 1973.

But one thing is sure, says OFCA's Peter Allen: "Unless accredited associations work together, a large part of the value of accreditation will be lost".

What he feels is needed, is co-ordinated bargaining throughout the Province if accreditation is going to work. According to the article in the Daily Commercial News, Mr. Allen says this has been OFCA's role and he hopes the new Construction Labour Relations Association of Ontario will fill this need in 1973.

These, then, are some of the special matters which the Construction Industry Review Panel will be debating and seeking solutions for in its mandate of acting as a liaison body between the industry and government.

After a number of meetings since the full panel was announced by the Minister of Labour at the beginning of November, the eight members, four representing labour and four representing management in the construction industry, see their mission as basically a two-fold one.

### **Averting a Crisis**

The first, and most immediate, is to advise and assist both sides in the crucial bargaining negotiations coming up in 1973.

Between them the members of the panel wield considerable influence and respect among both workers and employers in the industry.

It is felt that by their meetings and discussions with a wide section of the industry they may engender a reasonable attitude towards bargaining on both sides, and so help to avert a crisis situation from developing as it has done in the past.

If their efforts are in vain and 1973 brings a recurrence of the conflict, spiralling wage demands, strikes and lock-outs which have marred collective agreements in the past decade or so, the panel may recommend legislative changes to the Cabinet.

The second, long-term target towards which the panel is working is to find ways and means of bringing stability into the construction industry. The lack of co-ordinated planning in construction, which has led to its "boom and bust" pattern with long periods of unemployment and job insecurity for workers, is seen as the greatest single problem to be overcome in the construction industry.

According to the Chairman, Tom Eberlee, the Panel plans a feasibility study on eliminating the peaks and valleys on which the industry is based.

This may involve the collection of information on building projects as far as five years ahead, and a central agency which could devise a realistic planning system whereby such projects could be organized and spaced out to provide year-round building and employment. Such a scheme would include not only the private sector, but all levels of government, themselves major builders.

The Panel, of course, has no power to enforce co-operation if individual companies or union locals choose to ignore its efforts at assisting in negotiations or finding long-term solutions.

But, to quote Mr. Eberlee: "The Panel is not just a kind of study group which will write a report and lay it on the Minister's desk at some future date and then walk away from the situation.

"It is an action body which will examine the problems, attempt to reach consensus on solutions and then push for the achievement of implementation of those solutions by whichever party—whether it be management, labour or government—would be responsible for making such solutions effective".

But what no one wants to see is a situation where compulsory controls may become necessary. Free collective bargaining is an intrinsic part of our democratic way of life and few will dispute it, however many difficulties this may at times impose. And it may well be the free collective bargaining system itself which is at stake unless the construction industry is able to set its house in order.

### **Challenge for Peace**

When he first announced the establishment of the Review Panel at a meeting of the Construction Safety Association of Ontario on April 24, Mr. Guindon, Minister of Labour, stated that the challenge to maintain industrial peace is here and the time for short-term expedient solutions has passed.

"The time has come for a new dimension in our thinking, by management and union alike; for long-range planning in order to meet and overcome the deep-seated problems which presently exist.

"In meeting this challenge, the resources of the Ministry of Labour will be fully available to the parties involved".

Mr. Guindon said that he felt that not enough had been done in a voluntary way and that the division in the management ranks has been such that it has made them less effective at the bargaining table.

However, no government-imposed, or other third-party solution could be as effective as an agreement which is arrived at by the parties directly involved.

"Laws alone, however stringent, cannot ensure industrial peace. We must never forget that on either side of the bargaining table are human beings, human beings with human interests, with human aspirations and with human fears.

"Peaceful industrial relations are not a matter of rules or laws but, in the end, depend on the degree to which the parties involved are willing to understand each other and the underlying problems confronting them".



# A STRONGER HUMAN RIGHTS CODE

# STRONGER

"As society's needs change and develop, so must The Ontario Human Rights Code change and develop", comments Mr. Robert W. McPhee, Director of the Ontario Human Rights Branch, on the amended Code which has been in force since the end of June, 1972.

Although the Code has been revised many times since its introduction in 1962, the amendments introduced into the Legislature by Labour Minister Fern Guindon in June serve to broaden substantially the coverage and effectiveness of the Code and of the Commission.

The effect of these amendments is the absorption into the Code of the anti-discriminatory legislation formerly administered under The Women's Equal Employment Opportunity Act and The Age Discrimination Act, both of which have been repealed.

As a result, The Ontario Human Rights Code is strengthened by the incorporation of prohibitions against employment discrimination, including job advertising, on the basis of sex, marital status and age. Previously the Code provided protection against discrimination in employment only on the grounds of race, creed, colour, nationality, ancestry or place of origin.

Sex and marital status have also been added to the prohibitions against discrimination in non-employment situations which include housing, notices and signs, and access to public places to which the public is customarily admitted. In addition, the definition of dwelling unit has been broadened to increase the Commission's jurisdiction in the area of housing.

One section of The Women's Equal Employment Opportunity Act, the provisions for maternity leave for working women, has been transferred to The Employment Standards Act, thus recognizing these provisions as a necessary labour standard, but will continue to be administered by the Women's Bureau, which now operates

within the framework of the Human Rights Commission.

## Changes in Society

Speaking of the changes to The Ontario Human Rights Code, Mr. McPhee says: "I see the new amendments as part of the continuous widening of its provisions which has been going on since the Code was introduced—the latest revisions are more sweeping than any previous ones because of the rapidly accelerating changes in our society.

"For instance, we are seeing the rise of group consciousness, meaning that members of minority groups are beginning to identify themselves as members of that group and its position in the over-all community.

"Another factor is that, as a result of the immigration to Canada of people from every corner of the world, Ontario has in the past decade evolved a radically changed social composition and one of the new aspects we face is the inter-action between the various cultural groups who now inhabit the Province".

One section which has been written into the Code may have special bearing on the work of the Human Rights Commission in providing equal opportunities for newcomers and other disadvantaged groups—it allows the Commission to approve special programs to increase the employment of any group *because* of race, creed, colour, age, sex, marital status, nationality or place of origin.

Under normal conditions, of course, such a program of singling out a group on these terms would be against the provisions of the legislation but now the Commission, by approving it, can put such a project outside the Code.

"In Windsor, for example, the Chrysler company has for about four years been carrying out an on-the-job training project which takes a group of people from the



hard-core unemployed and puts them through an intensive training program to make them employable and then provides jobs for them", says Mr. McPhee.

"These people may have been unemployed because they were a visible minority (such as members of the black community or those who have been welfare recipients for a long time), or were not sufficiently skilled to be employed for available jobs.

"Or take the case of our Canadian Indians, who have been discriminated against for so long that they now require special and urgent treatment in the provision of employment programs".

Mr. McPhee stresses that any such projects, whether instituted by the Crown or any other agency, must receive written approval from the Human Rights Commission and each application will be very carefully considered.

### Not Just Employment

Commenting on the introduction of sex and marital status to the Code, Mr. McPhee points out that combining the legislation administered by the Ontario Women's Bureau with that of the Human Rights Commission came about with the realization that females have the right to be protected in areas other than just employment, as was covered by the now repealed Women's Equal Employment Opportunity Act.

"In many walks of life, it has been women rather than men who have been disadvantaged", he says.

"Under the new consolidated Human Rights Code, by the inclusion of sex and marital status as grounds of discrimination, women now enjoy protection not only in terms of employment but in the areas of housing and public accommodation, as well as membership in self-governing professions, to which the Code applies for the first time.

"But what many people don't realize, is that men, too, get increased protection by the inclusion of marital status. While it has, in general, been married *women* against whom many employers have been prejudiced in the employment field, other employers prefer to employ married men as against *single* men, citing the old clichés about them being more settled and responsible. This is now illegal".

Another way in which the employment provisions of the Code have been strengthened is in the field of job advertising.

The Code now contains an amendment prohibiting publishers from classifying, either directly or indirectly, job openings that indicate a preference based on the sex of the applicant. This means that "help

wanted" columns segregated according to sex in newspapers or elsewhere will no longer be permitted.

To clarify the legislation, guidelines respecting job advertising have been sent by the Ministry of Labour to publications carrying such advertisements, as well as to employment agencies and some 140,000 employers throughout Ontario. There is a reminder that advertisements placed by advertisers from outside the Province of Ontario are subject to the provisions of the legislation and that publishers share responsibility with advertisers for any breach of these provisions.

In addition, a guide is provided by a list of suggested job titles. Thus, "barman/barmaid" can also be advertised as "bartender" and "foreman/woman" may be titled "supervisor".

### Joint Training Sessions

Speaking of the bringing together of the Ontario Human Rights Branch and the Women's Bureau, Mr. McPhee says that each will be able to draw on the specialized knowledge and experience of the other.

"This will mean an enlarged role for both staffs, with each having to become familiar with the areas of responsibility of the other.

"We are conducting regular joint training sessions for the officers of both organizations by bringing personnel together for workshops and legal seminars. In this way we are developing and implementing common conciliation standards and mediation procedures in the handling of complaints".

The Women's Bureau staff is handling all sex discrimination complaints in the Toronto area, while in Windsor, London, Hamilton, Ottawa, Sudbury, Thunder Bay and Kenora the human rights officers are at present dealing with such cases.

"The officers of the Bureau will provide the Commission with a well-informed nucleus of personnel who can act as a resource group on cases involving discrimination on the basis of sex and marital status under the revised legislation", says Miss Elizabeth M. Neville, Director of the Women's Bureau.

"And the regional offices which are a part of the Human Rights Branch are a very important asset to the Women's Bureau. They will give us more flexibility and make our services available to more women throughout the Province".

### An Increase in Cases

While the officers of the Bureau have handled cases in every area of Ontario in administering The Women's Equal Employment Opportunity Act, 75 to 80 per cent of these cases have come from the southern part of the Province, especially in the Niagara-Toronto region.

With the increased exposure provided as a part of the Human Rights Commission, the Bureau expects an increase in the number of cases from outside the more populated area of southern Ontario.

"Under the now repealed Act, we concentrated a good deal on the area of hiring and recruitment", says Miss Neville. "We made every effort to ensure that union-management negotiators were aware of the conditions of the legislation, and the prohibitions against sex discrimination in recruitment, hiring, job classifications, and seniority systems when they were considering new contracts.

"Under the new legislation, this area of our work will remain an important one".

The introduction of sex and marital status to The Human Rights Code will have another significant application to the terms and conditions of women workers. In particular, it will ultimately eliminate unfair existing differentials in fringe benefits which today are an important part of the total pay package.

The legislation provides that fringe provisions such as life insurance, pension, sickness and accident plans will have to treat male and female employees equitably.

However, in order to avoid dislocation of existing plans and benefits, the enactment of this provision will be deferred to allow employers time to adjust their benefit programs, and to permit the Ministry of Labour to review and assess, with interested parties, the practical problems which may need further consideration.

The Canadian Manufacturers' Association, which devoted its July 11, 1972 news bulletin, Ontario Division News, to advising its members of the provisions of the amended Human Rights Code, commended the Government for "this realistic attitude in introducing this change". The bulletin advises members that it has been indicated by the Government that when the effective date of the section relating to fringe benefits has been decided, ample advance notice will be provided.

(The Ministry of Labour plans to set up a task force to study the consequences of the amendment to the Code affecting fringe benefits. Addressing a conference sponsored by Humber College's Centre for Continuing Studies in Employee Benefits in November,

the Deputy Minister of Labour, Mr. R.D. Johnston, stated that the Ministry was aware that the new legislation contained potential pitfalls as it applied to this provision, which would not go into effect until after the outcome of the task force study).

### **Maternity Leave Provisions**

"The Bureau will, for the time being, continue to administer the maternity leave provisions, even though this legislation has been transferred to The Employment Standards Act", says Miss Neville.

This labour standard provides for a minimum maternity leave of 12 weeks for employees with one year's service or more and prohibits dismissal because of pregnancy. It applies to employees having a total work force of 25 or more.

The employee must obtain a medical certificate from her doctor showing the expected date of the birth. She may then begin her pre-natal leave at any time within the six weeks prior to the estimated date of birth. Her employer may require her to take a longer leave if it can be established that her pregnancy is interfering with her work.

"We have found that women are capable and willing to work up until a short time before the baby is born and, in most cases, the employer is quite happy to have them continue working", Miss Neville says.

"In the past, the inquiries we have received about this legislation have been not so much a matter of complaints, but rather a need for explanation regarding exactly what the individual's entitlement is or what the obligations of the company are".

The Women's Bureau receives an average of nearly 300 inquiries by telephone and correspondence each month. Fifty per cent of these inquiries concern the maternity leave provisions; two-thirds of them originate with individuals or unions and another third comes from companies.

Second in volume, accounting for about 20 per cent of cases, are inquiries which concern recruitment, hiring and promotion practices. The remaining 30 per cent refer to such matters as employment agencies, job classification and seniority, and areas which are covered by more than one section of the legislation.

### **Education and Conciliation**

The Women's Equal Employment Opportunity Act came into effect on December 1, 1970. During the first year of its administration by the Women's Bureau, all but one of 283 complaints received were successfully resolved as a result of the Bureau's policy of education and conciliation, by attempting to

settle disputes through consultation with both parties. Only one board of inquiry was appointed.

In the first six months of 1972, before the Act was repealed and its legislation incorporated in The Ontario Human Rights Code, the Bureau handled more than 1,400 inquiries, which resulted in 49 informal complaints and 94 formal complaints.

In the same period, the officers of the Bureau were asked to give technical assistance to a total of 38 companies and unions with regard to provisions of the legislation.

"The Women's Bureau is not limiting itself to dealing only with complaints made under the legislation", says Miss Neville. "We are continually conferring with companies and unions in an effort to help them understand the provisions of the legislation and making them aware of their obligations and how to conform to them".

In addition to these functions, the staff will continue to operate its programs of counselling, education, research and information which have been developed since the Women's Bureau was established in 1963 in recognition of the growing importance of women to our economy.

Since then, Ontario's female labour force has grown by almost a third of a million. In 1971 they numbered 1,110,000. Today nearly two out of every five women in the Province work—and one out of every three workers is a woman.

"The Bureau has developed special projects geared to the special needs of women in making the fullest use of their potential in the labour force", says Miss Neville.

### **Evaluate Skills**

Over the past 15 years, the most rapid rate of increase in the work force has been that of married women over 35, returning to the labour market after a long absence. Such women are in special need of advice and guidance on existing employment and training opportunities.

To meet this need, the Bureau in 1967 established its Careers Centre as an occupational counselling service for the mature woman wishing to return to work.

"Often a woman who has been out of the work force for some time, while raising a family or for other reasons, has a lack of confidence in returning to the career she left because her skills may have become rusty or she is out of touch with existing conditions", says Miss Neville.

"We help such women to evaluate their present skills and potential in the present

and future job market, which may require a refresher course. Sometimes the women find it necessary to change their ideas about the jobs they wish to undertake or to broaden their career horizons by acquiring new educational and occupational qualifications.

"There is a steady demand for the Bureau's counselling service for mature women and we are heartened to see that other agencies are also beginning to recognize the need for such services and are moving into this area".

At present the Bureau is co-operating with the YWCA in a program to help low-income, self-support mothers get back into employment. The program, "Preparation for Employment", tells the women what will be expected of them in the work environment and whether it is feasible for them to consider employment in their circumstances.

The project is aimed at trying to help breadwinners get the opportunity and feel secure in going into sufficiently well-paid occupations so that they can support their families.

"The current programs are a start—a step in the right direction—but there is still a long way to go", says Miss Neville.

The obstacles faced by mature women in returning to the labour force prompted the Women's Bureau to encourage teen-age girls in long-range career-planning.

By the use of exhibits, literature and counselling, the goal of this campaign is to make high-school students aware that they may expect to work for 25 years or more of their lives, probably interrupted by marriage and a period spent in the home while their children are growing up. By early planning and a careful choice of a career, an interruption in their work lives will not place them at a disadvantage in later life.

"As part of this program, the Bureau developed and recently revised 'The Career Selector', a series of booklets for use in the Province's high schools to bring to the attention of female students the wide range of careers open to them beyond those traditionally associated with women".

### **New Definition**

In the section on housing accommodation in the amended Human Rights Code, sex has been added to the former prohibitions against discrimination on the grounds of race, creed, colour, nationality, ancestry or place of origin, with certain exemptions.

These exemptions are designed to permit the continuance of institutions which are specifically established for the accommodation of a particular sex, for example univer-



sity residences, correctional institutions and hostels, which choose to remain segregated.

Of major importance to the Human Rights Commission is the new definition of housing, which clarifies that the Code does cover discrimination in the rental of living quarters in single family dwellings.

The amendment does not apply where the space being let includes the sharing of a kitchen or bathroom, but this exemption is only applicable if the owner or his family occupies the premises and shares the kitchen or bathroom. In the past this lack of clarity has on occasion created obstacles in following up complaints of discrimination in the renting of living quarters which were not self-contained.

Another important new section now empowers the Commission to initiate an inquiry where there are reasons to believe the provisions of the Code have been contravened.

"We have long wanted the power of other human rights jurisdictions in being able to initiate an investigation if there is reason to believe a situation exists in which discrimination is being practised", says Mr. McPhee.

"Before the amended Code came into force, the Commission had to wait for a complainant to lodge with us a formal, signed complaint. In spite of the clause in the Code which prohibits any form of reprisal being taken against anyone lodging a complaint, many people were afraid to sign such a complaint. This meant that although they informed us of an incident in which they may have been discriminated against, we were powerless to start an official investigation".

To strengthen further the Code's effectiveness, maximum fines for non-compliance have been increased to \$1,000 for individuals and to \$5,000 for corporations.

According to Mr. McPhee, fines are not levied very often but, when used, they provide a useful deterrent to those who might contravene the legislation.

### **Magna Carta Day**

"The Code, like any legislation, can only deal with acts of discrimination and not the attitudes of prejudice", says Mr. McPhee, "but the very regulation of conduct in discrimination does influence and in the long run affect the attitudes of society.

"The Code, by its very existence, has helped to create a climate of socially acceptable behaviour and that is, for the Commission, its ultimate objective".

The 10th anniversary of the proclamation of The Ontario Human Rights Code fell on June 15 last. The Premier of Ontario, the Hon. William Davis, described it in the Legislature as "a significant milestone in the history of Ontario's legislative action in the field of human rights".

Mr. Davis reviewed the various pieces of anti-discrimination legislation which the Ontario Government had introduced since 1944, when The Racial Discrimination Act had been passed, and which had been consolidated into The Ontario Human Rights Code in 1962. The Premier pointed out that the date for the proclamation of the Code had been chosen to coincide with Magna Carta Day.

Stating that the Province of Ontario intends to remain in the vanguard of human rights legislation, Mr. Davis said in part:

"This Government's legacy in human rights enforcement will be maintained and racial disharmony will not be allowed to take root, nor will persons seeking to foment disharmony be tolerated in Ontario. The rights of minorities to protection from discrimination, so that they may make their full contribution to a flourishing community, will be assured".

On September 29 the Minister of Labour, who steered the amended legislation through the Legislature, addressed the 10th anniversary luncheon of the Ontario Human Rights Commission which was held in London, Ontario.

In commenting that the Commission enjoys international renown and respect, Mr. Guindon paid tribute to the dedicated efforts of the Commission's staff, particularly those of Dr. Daniel G. Hill, the Commission's first Director and now its Chairman, as well as people from the community agencies who work in close collaboration with the Commission.

After outlining features of the amended Code, the Minister pointed out that the Commission's concern is still as much concentrated on education and community action as on enforcement.

Mr. Guindon quoted the statement made on September 15 by Premier Davis and went on to say:

"Behind this commitment is the consciousness of the importance of guarding attentively the human dignity and rights of all in a community whose first characteristic today is its multi-cultural and multi-racial nature.

"That fact reflects the great change in the composition of Ontario's population in the past decade. The change recalls the historic contribution of immigrants to Canada's

rapid economic development in earlier times. I have no doubt that the same pattern will repeat itself in the 70s and 80s".

### **Healthy Human Relations**

But, said Mr. Guindon, the economic contribution of Canadian immigrants can only be fully realized in a society free of discrimination and, although the Government is determined to provide adequate tools to safeguard the rights of all, there is a reciprocal obligation on the part of all the elements in Ontario society to support the Commission in its work.

"On such a basis of co-operation between government and a vigilant community, we may look forward to the second decade of the Code's implementation. And we can be confident that we are on the broad avenue to a province where healthy human relations among people of all racial and cultural backgrounds will provide a solid foundation for a good life for all.

"Our confidence in this bright future will be all the more solidly based if we re-dedicate ourselves to the task of tearing down any remnants of walls of prejudice and, in their place, building bridges of understanding and mutual respect.

"In this way all the members of our multi-national Ontario family will be enabled to realize both their own full potential and the full potential—material, cultural and spiritual—of our great Province".



# People and Events

**Capsule news about people and events in and around the world of labour in Ontario. Task will publish significant labour news and notices of events provided by readers, when space is available and material is received well in advance.**

## Minister Opens New Hamilton Centre

A combined administrative centre to serve parts of three Ministries of the Ontario Government was opened in Hamilton on September 19 by Labour Minister Fern Guindon.

The centre, located at One West Avenue South, will serve sections of the Ministries of Labour, Consumer and Commercial Relations, and Colleges and Universities.

Mr. M.K. Dibble, Executive Director, Administration, for the Ministry of Labour, said the new administration centre would provide more extensive service for people throughout the region encompassing Halton, Wentworth and Niagara. He said this is one of the largest areas in terms of numbers of people serviced in the Province.

The new offices act as a support base for the Employment Standards, Industrial Safety and Construction Safety Branches and the Human Rights Commission of the Ministry of Labour; Industrial Training Branch of the Ministry of Colleges and Universities; as well as the Boiler and Pressure Vessels and the Elevating Devices Branches of the Ministry of Consumer and Commercial Relations. Some of these services were formerly located on James Street South.

Mr. Guindon visited the new Hamilton office in September as the start of a tour of all Regional Offices of the Ministry of Labour in the Province, to meet with the field staff and learn at first hand some of the problems they have in administering legislation.

## Well-known Name Will Disappear from Elevators

The signature "Fred W. Ehmke", known to millions of elevator passengers over the past 20 years, will soon be disappearing from public view. On November 30 Mr. Ehmke retired as Chief Elevator Inspector for the Province of Ontario and with his retirement his signature will be replaced on the licences posted in every elevator throughout the Province.

His name has appeared on the licences co-signed by the seven ministers under whom he served. Currently his signature is linked with that of the Hon. John T. Clement, Minister of Consumer and Commercial Relations. Before that it appeared with the signature of the Hon. Fern Guindon,

Minister of Labour, and the five previous Ministers of Labour.

On April 1, 1972, as part of the re-organization of the Ontario Government, the Elevating Devices Branch and the six other branches of the former Department of Labour's Safety and Technical Services Division were relocated within the Ministry of Consumer and Commercial Relations.

Fred Ehmke, who was born in Bruce County, began working for the Provincial Government as an inspector in the Factory Inspection Branch of the Department of Labour in 1942. Within nine years he had risen to become the Chief Factory Inspector, and in 1953 was appointed Chief Elevator Inspector.

Elevators have been Mr. Ehmke's work, hobby and major interest. He estimates there are over 19,000 elevators in the Province, increasing at the rate of about 1,000 a year. In addition, there are over 400 ski-tows and lifts.

Along with the developments in elevators, there has been considerable streamlining and improvements in escalators. For example, according to Mr. Ehmke, 110 escalators in the subway transportation system currently carry an average of 6,000 people per unit per day. Some carry up to 4,000 in rush-hour peak periods.

Mr. Ehmke's major concern over the past 20 years as Chief Elevator Inspector was to assure safety in all elevating devices. The Elevating Devices Branch has a team of 42 inspectors who inspect and safety-test elevating devices and ski-lifts throughout the Province every year. The fact that there has not been a single major accident as a result of an elevator collapse is a fitting tribute to Fred Ehmke's record of achievement.

## Chief Librarian to Work in Geneva

The Ontario Ministry of Labour has granted a one-year leave of absence to Mrs. Marian Duncan, the Ministry's Chief Librarian since 1967, to work as a reference librarian with the ECE/UNCTAD (Economic Commission for Europe/United Nations Conference on Trade and Development) Joint Reference Unit at the UN headquarters in Geneva, Switzerland.

When Mrs. Duncan took charge of the Ministry of Labour Library, which is part of

the Research Branch, it held approximately 5,000 volumes. Since then its holdings have grown to 20,000 volumes. It is now the second largest collection of labour material in Canada, ranking only after the Canada Department of Labour Library in Ottawa, which was founded in 1900 by the late W.L. Mackenzie, before he became Prime Minister of Canada.

Until Mrs. Duncan's return at the end of 1973, Mr. Douglas A. Armstrong, who has been Assistant Librarian for the past two and a half years, will be Acting Chief Librarian. Before joining the Ministry of Labour in 1967, Mrs. Duncan worked in the Legislative Library of the Ontario Government.

## Visitors from Around the World

During the past several months the Ministry of Labour has received a number of visitors from around the world both as guests and trainees on assignment from their home governments.

On August 22 the Rev. Don Virgilio Levi, Labour Editor of the Vatican newspaper, L'Osservatore Romano, met with Labour Minister Fern Guindon. The meeting was followed by a tour of the Ministry of Labour during which officials of the various branches explained their functions and responsibilities.

A similar tour was provided for Bernard R. Cahill, Chief Industrial Officer of the Victorian Hospitals' Association, Victoria, Australia, who also visited the Ministry of Labour in late August.

En route back to his native Chile, Professor Dr. Jorge Maureira spent three days with the Ministry of Labour in November mainly discussing industrial relations. He had been studying the European Common Market at the University of Louvain, Belgium. As Dr. Maureira spoke only French and Spanish, conversations were carried out with the assistance of several staff members of the Ministry who speak these languages and acted as translators.

Mr. Kan Hon Sang, a Safety Officer, and Mr. Sin Kwok Hung, Assistant Labour Officer, both of the Hong Kong Government, visited the Ministry of Labour as part of a training program. Mr. Kan was assigned to the Industrial Safety Branch for a period of six months ending in January, 1973. Mr. Sin spent two weeks in October with the



Information Services Branch as part of a cross-country training program which took him to Ottawa, Winnipeg, Regina, Edmonton and Victoria.

### Conducted Appeal before Retirement

Mr. George F. (Fred) Robbins, one of the regional managers of the Industrial Safety Branch of the Ministry of Labour, completed the massive task of conducting the United Appeal Campaign for the Ministry just before his retirement from government service at the end of November. He served as deputy chairman in the 1972 campaign, which raised almost \$800 more than the \$6,800 target set for the Ministry.

Chairman of the Ministry campaign was Mr. Don C. McNeill, who retired at the end of June, but returned to the Ministry in October to assist with the United Appeal Campaign. Since then he has been coming in on two days each week to continue working as Employee Counsellor for the Ministry, the last position he held before retirement.

Mr. Robbins first joined the government service in 1950 as an inspector in the Composite Inspection Branch. In 1958 he was moved to Toronto and held several positions before being appointed Regional Manager for the Industrial Safety Branch for the area covering eastern and part of northern Ontario.

Before joining the government service, Mr. Robbins worked for 25 years at the National Steel Car, Hamilton, where he was a general foreman.

### Exhibitions

The Ministry of Labour operated an information booth at the Canadian Construction Show, Industry Building, Exhibition Park, from December 4 to December 7. Held once every two years, the show is Canada's largest market place for construction and municipal equipment, machinery, materials, tools and services.

The Ministry's exhibit is constructed as a unique walk-through display to explain the services provided by the restructured Ministry and the responsibilities of its various branches by the use of illuminated message boxes, supported by photographic illustrations.

Adjacent to the graphics area is a consulting room where visitors can obtain further information and literature on the Ministry's programs and the legislation it administers in the areas of industrial and construction safety, human rights, employment standards and industrial relations.

Two earlier exhibitions at which the Ministry's information booth was on display were the Canadian Education Showplace, held at Exhibition Park, Toronto, October 24-26, and the Western Fair, held in London, Ontario, from September 8 to September 16.

### Award of Excellence

The 1972 Award of Excellence, presented annually for the most outstanding corporate communication program in its category, was received by Task, the Ministry of Labour's quarterly magazine, from Corporate Communicators Canada (formerly known as the Canadian Industrial Editors' Association). The Editor of Task, Peggy Butler, was presented with a certificate of merit in recognition of "communication excellence".

In 1971 the magazine received a similar award, based on three issues of Task which carried a series of articles on the problems of the older worker.

### View from the House

#### New Minimum Wage in Ontario Announced

A new minimum wage of \$1.80 an hour for employees in general industry will become effective throughout Ontario on February 1, 1973. The minimum rate will apply to all employees except students under age 18. The rate for these students will be \$1.45.

The minimum rate for construction employees will be \$2.05.

In announcing the increase, the Minister of Labour, the Hon. Fern Guindon, said there will be no differential for employees who receive gratuities.

The current general minimum rate of \$1.65 came into effect in April, 1971.

The new rate will be one on the highest provincial minimum wages in Canada, if other provinces retain present rates. British Columbia inaugurated a minimum rate of \$2.00 per hour in December. The Federal Government also recently increased its minimum to \$1.90 for employees coming within its jurisdiction.

Mr. Guindon said the purpose of the minimum wage is to ensure the highest possible wage rate for low-paid workers while at the same time preventing unemployment among workers due to high labour costs.

MR. DONALD A. SMITH  
HEAD, SERIALS DEPARTMENT  
UNIVERSITY OF TORONTO LIBRARY  
TORONTO 5, ONTARIO T-11

Canada Post  
Postes Canada  
Postage paid  
Permit No. 1096

Third Troisième  
class classe  
No. 8417  
TORONTO

7190





